

National Municipal Review

Vol. XXX, No. 3

Total Number 297

Published by NATIONAL MUNICIPAL LEAGUE

Contents for March 1941

THE LEAGUE'S BUSINESS	<i>H. P. J.</i>	134
EDITORIAL COMMENT	<i>A. W.</i>	135
THE CITIZEN'S RESPONSIBILITIES IN FOREIGN POLICY		
	<i>John G. Winant</i>	137
STATES AND CITIES IN THE DEFENSE PROGRAM ..	<i>Daniel W. Hoan</i>	141
NEW JERSEY'S MERIT SYSTEM PATTERN	<i>Charles P. Messick</i>	147
SAN FRANCISCO: A PIONEER IN THE CONSOLIDATION MOVEMENT		
	<i>Alfred F. Smith</i>	152
A BLUEPRINT FOR URBAN CONSERVATION	<i>Harvey Pinney</i>	157
RESEARCHER'S DIGEST: MARCH		160
CONTRIBUTORS IN REVIEW		163
NEWS IN REVIEW		164
Editors: <i>H. M. Olmsted</i> , City, State, Nation, 164; <i>Elwood N. Thompson</i> , Citizen Action, 170; <i>Elwyn A. Mauck</i> , County and Township, 174; <i>Wade S. Smith</i> , Taxation and Finance, 178; <i>George H. Hallett, Jr.</i> , Proportional Representation, 181.		
BOOKS IN REVIEW	<i>Elsie S. Parker</i>	185

The contents of the NATIONAL MUNICIPAL REVIEW are indexed in the *Engineering Index Service*, the *Index to Legal Periodicals*, the *International Index to Periodicals* and in *Public Affairs Information Service*.

COPYRIGHT MARCH 1941 BY
NATIONAL MUNICIPAL LEAGUE

The League's Business

Passaic Survey Completed

Immediate savings of approximately \$50,000 annually in the cost of operating the government of Passaic, New Jersey, are recommended in the report by the League's Consultant Service filed on February 19. Such savings can be made, the report states, "without disrupting essential services or resorting to wholesale salary reductions or ruthless cutting of personnel" among city employees.

The survey was initiated by the Passaic Taxpayers and Renters Association, the City Commission and the Board of Education sharing its cost.

While the report found that the present commissioners were conducting the city "in a creditable manner," it recommended that Passaic adopt a more modern type of government such as the council-manager or strong mayor plan. Lack of coördination, general wastefulness, and other weaknesses of commission government, under which many New Jersey communities operate, were discussed at length.

The tax burden in Passaic was found to be "abnormally high" but this was partly excused by the fact that the city is retiring its debt at a rapid rate and by the large state and county shares of general property tax revenue.

Among recommendations were discontinuance of the city employment bureau, adoption of a more economical plan of buying fuel for schools, reductions in personnel of various departments, discontinuance of fire insurance policies on fire stations and apparatus, and consolidation of various offices and services.

League Officials in the News

John G. Winant, the League's president, has now gone to England, via Yankee clipper, where he will take up his duties as ambassador to that country.

Charles P. Taft, an honorary vice-president of the League, has recently been appointed assistant coördinator of all health, nutrition, and recreation activities affecting national defense.

Philip Cornick, a member of the League's Council on leave of absence from the Institute of Public Administration, is making a special study for the Federal Housing Administration.

State Correspondents

With few exceptions state correspondents for the REVIEW have consented to serve in that capacity for another year. Names of correspondents will be found on the inside front cover of this issue of the REVIEW.

Baldwin Prize Essay Contest

Essays to be entered in the 1941 competition for the William H. Baldwin prize of \$100 should be mailed or expressed to the office of the League not later than May 15. The contest is open to all undergraduate students registered in a regular course in any college or university offering direct instruction in state or municipal government. A list of subjects may be secured from the League's office. The Baldwin prize has been awarded annually by the League since 1911. It was first given by Mrs. George Burnham, Jr., of Philadelphia as a memoriam to William H. Baldwin; since Mrs. Burnham's death it has been continued by her family.

HOWARD P. JONES, *Secretary*

National Municipal Review

Editorial Comment

A New Cure for "Hag Tooth"

FEW cities have been able in recent years to escape the "hag tooth" appearance which comes with the outward movement of population and the growth of blighted areas around business districts.

The problem is one of the many encountered in connection with the development of metropolitan areas. There have been penetrating studies; the faults and errors of past planning have been pretty clearly set forth. Still, the specific cures remain uncertain and comparatively untried.

It is reassuring, therefore, to encounter a definite pattern such as that set forth in a brief article in this issue.¹ The article discusses Waverly, a community which was once a little village outside Baltimore, but which has tenaciously retained much of its individual character even though it was long since swallowed up by the city and now lies within two and a half miles of Baltimore's central business district.

If this plan is permanently successful in stopping decline and in preventing further encroachment by a neighboring slum area, the cure will undoubtedly be one which can be applied in many other places.

The effective rescue of blighted areas still seems, however, to require large scale and forceful action which

will wipe the whole mess clean and start over without regard for old street arrangements. After the war is over, it might well be one of the projects for which we will be looking to provide a cushion for the let-down from the superstimulation of industrial activity.

We have progressed from the "city beautiful" concept to a shift of emphasis to highway arteries and the movement of traffic. Now we are reaching the time for economic and social integration as the predominant characteristic of planning.

Wiping the slate clean is no easy matter. Even when nature took a hand and an earthquake shook down large congested areas of Tokio, the wise planners were frustrated. Individual owners of small properties could not be persuaded to pool their holdings and permit a rearrangement which would ultimately be of great benefit to all of them.

If the blighted area problem of American cities is to be left to private enterprise, we may have to wait until savings banks, insurance companies, and other large mortgage holders own the great majority of property in a neighborhood. Large operators can see the point. But they still may have to depend on public intercession to whip into line the few last-minute avaricious hold-outs.

¹See "*A Blueprint for Urban Conservation*," page 157 of this issue.

Is Compromise Necessary?

POUGHKEEPSIE, New York, faces a problem which has been faced by many other communities.

For several years there has been widespread and earnest discussion of that city's public affairs. Fairly general agreement seems to have been reached, except among those who customarily cling to the status quo, that the basic reason Poughkeepsie finds it difficult to achieve good government is that the charter itself is bad.

At this point attention turned to the council-manager plan, as it has for some years in most cities in which charter change is necessary. Many recognized authorities were consulted and civic leaders of the community studied the problem thoroughly. Recently, at what was described as a very representative meeting, the Poughkeepsie Open Forum voted overwhelmingly in favor of working for the adoption of the council-manager plan. Other community leaders and such organizations as the Chamber of Commerce have reached the same conclusion.

In the face of this a compromise is now proposed. It is suggested that the people of Poughkeepsie have been accustomed for so long to various old methods, such as electing aldermen by wards, that it would not be politically feasible to attempt such sweeping changes as adoption of the council-manager plan with members of the council elected at large by proportional representation.

This is an old story and, regard-

less of the motives of those who urge the half loaf, an insidious one against which champions of good government everywhere must be eternally on guard.

Changing a charter either partially or wholly is a major operation. It is no simple matter to stir the people of the average city to the point of making fundamental changes.

Those who advocate compromise say, "Let's take a partial step now toward the ideal. After the people have become accustomed to a little improvement, it will be easier for them to accept the best."

But it won't. It is only seldom that enough people become sufficiently stirred to demand a basic change and to work hard enough to win their neighbors over to their way of thinking. It takes an earnest effort, on the part of those who have informed themselves, to conduct the educational campaign necessary to bring similar understanding to those who take their democratic privileges less seriously.

Therefore it is well to beware the pitfalls of compromise. Just as an army fights poorly when it only half believes in its cause, a group of aroused citizens will campaign less wholeheartedly for a mere part of what a city needs. If Poughkeepsie fights for an ideal and loses, it will be better able to fight for it again and again until, as many other cities have, it wins. But if it fights for a mere compromise and loses that, will it not be more difficult later to muster strength to seek any change at all?

The Citizen's Responsibilities in Foreign Policy

"Not everybody can take a stand in the front line of battle; but each one can help make democracy succeed."

By JOHN G. WINANT

President, National Municipal League

FOREIGN policy today cannot and should not be considered apart from social and economic policy. Social and economic policy must be based upon the needs and demands of the citizens of each country. In this connection I should like to say something of the work done by the International Labor Organization because this organization deals in economic and social policy in the international field. It is the only official international organization through which governments, organized workers, and organized employers work for the realization of social justice. It is an organization in which every American has a stake and towards which he should have a feeling of personal responsibility.

As Governor of the state of New Hampshire through the worst years of the depression, I saw at first hand the social and economic problems facing our state and the nation. I learned then how extensively the roots of these issues pushed out across state and national frontiers. I believed then—as I believe today—that these questions must be solved by the friendly coöperation of peoples in every part of the world. I went to Europe in 1935 to become assistant director of the International Labor Office because I believed that

this was true. I believed that peace was the paramount issue for the peoples of the world.

In the intervening years we have seen the direct relationship between foreign policy and social advance. The depression left its mark on both. Every citizen learned by experience the extent to which his own security, that of his family and that of his country, depended upon the achievement of an economic structure, national and international, which held the promise and provided the basis for lasting and world-wide social security.

The last years did witness great social advance in some directions—the extension of basic social insurance to millions of people, the development of reciprocal trade agreements, the adoption of legislation guaranteeing elemental rights to workers in many countries. But, on the other hand, the same years witnessed the disintegration of efforts toward collective security, the slow spread of mistrust among nations, rearmament, and systematic oppression.

Fascism and National Socialism, stemming from the low tide of social achievement in depression years, mobilized the insecurities of a discouraged citizenry. In Germany

Nazi leaders promised the common citizen employment, they promised him security, they raised his hopes. He was made, willingly or unwillingly, a small part in a mighty war machine. But even after the Nazis conquered Germany, united with Italy, and were openly avowing their aggressive intentions, the great majority of citizens in other countries failed to recognize the threat to free citizens everywhere implicit in National Socialism. Not until the threat of war shook Europe to its very foundations in September 1938 was there any real awakening by the average citizen to his stake and his responsibilities in the foreign policies within democratic countries. And this was not soon enough; for war came and found the democracies largely unprepared to meet this challenge to their very existence.

Unpreparedness was not only military. There was also a lack of foresight and of readiness in the social field. War came to the democracies when they still had thousands of unemployed. It found them holding out little promise to the young or to the old, with poor living conditions, with tired faith. The Fascist promise of work and hope fell on fertile ground under these conditions: it contributed to division within the house of democracy. We could not expect—and we cannot now expect—that a citizen with no share in the benefits of democracy will give his faith and his life for the preservation of empty promises in a democracy. Every citizen's stake in foreign policy mounts as his social stake in his country and in his community is increased.

Even though today the problem before the democracies is one of survival, we must give constant thought to the content of democracy. We must be ready, each one of us, to help build a world in which free peoples can live and work together in security and peace. This means that every citizen and every nation must accept the full responsibilities of freedom. And this can come about only if we are willing to wipe out the hunger and the want and the hopelessness of the pre-war period.

CREATION OF THE ILO

The International Labor Organization can help to strengthen the fabric of democracy. It was created in 1919 in response to the convictions of the peoples that foreign policy could not continue to disregard the underlying social issues of the world. Before the last World War foreign affairs had been conducted with too little consideration for the needs of the common people. Foreign policy had been conceived too narrowly and channeled too narrowly.

When the Labor Organization was established, therefore, its machinery included official representation for employers and workers as well as for governments. These three groups would work together on social and labor issues which were international in character; and labor and social treaties among nations would supplement political treaties and make them more meaningful. In its twenty years of peacetime existence, the ILO has sought and found many of the techniques for improving the social structure of its member nations and

has helped to insure better minimum standards.

It is hard during a war when everything we value is at stake for any one of us to see beyond the most immediate and urgent task of the moment. Priority of production, priority of man power, priority of transport, priority of thought and will are directed to the waging of the war itself. But the conflict goes far deeper than the battlefields of today. This war is a war *of* and *for* social principles. These principles are not national; they are international. No one of us can afford to be complacent as to the future. To win the war or to build our defense, we must first justify our beliefs by strengthening the fundamental economic, social, and civil rights of all free citizens.

Not everyone can take a stand in the front line of battle. But each one can help make democracy succeed. It is the duty of every citizen to see to it that no opportunity to enlarge the social content of democracy is lost. To do this is to fulfill an important part of your duty in foreign policy, for it lends strength to your country. Each one of us must keep in mind, now and in the future, that social justice is a basic requisite for a united and alert citizenry, for war and for peace.

Within the limits of its competence, and because of its coördination of world experience, the International Labor Organization can help fulfill this duty. The organization can continue to serve both free belligerent countries and neutral countries by assisting in determining priorities in social policy and pro-

grams. Its machinery can be used in helping to adapt existing standards to urgent war needs and to appraise hastily improvised methods of meeting war strains on the social structure.

The problem of re-employment and refugee settlement, difficulties of employment organization for war, questions of health and social security in war time—these are a few specific fields in which tripartite discussion through the ILO can be useful and in which the International Labor Office can lend the assistance of some of its technicians.

SOCIAL LEGISLATION EXTENDED

The office has already helped with extension of social security in South America and can help develop other social legislation in American countries, for we are learning slowly that this is the best possible way in which to meet the inroads of Fascism in many parts of the American Continent. The existence of the ILO is of great value to those who relate social progress and peace to the far-flung conflict of today. The organization can bring together the representatives of industry and of labor and of governments. Such meetings may help to clarify social objectives during the difficult months to come and point the way to the stronger democracy of the future.

Just as the existence of this machinery is essential in the international field, so in the national field equal coöperation of labor and industry with government in planning and executing national defense policies is a strengthening factor which enables democracy to mobilize its

forces more completely. It cannot fail to increase the productive capacity of America. The forces of democracy can only be mobilized fully, however, if these groups are backed by informed public opinion. Such opinion does not grow automatically. It can be obtained only if each citizen recognizes its desirability and is willing to accept the responsibility for developing it. Only in this way can democracy keep its faith and act with confidence and courage.

CITIZEN GROUPS VALUABLE

Here lies, above all else, the value of the work done by such organizations as the League of Women Voters. In making large numbers of citizens aware of the public issues facing us today, such organizations develop the background of informed public opinion. This is the first step in democratic government. Then, by making known the views of these organizations of citizens, it is possible for our representatives to hear and take into account the opinions of the people of the country.

The ILO is dependent upon the march of public opinion for the achievement of its objectives. In order to retain its responsiveness to free opinion and to retain its own freedom of speech and action, the office has transferred temporarily to Montreal a large part of its key personnel. Work has been resumed. We are glad to be in a position once more to be able to provide factual

information which may be of use in helping shape public opinion in the United States.

A further opportunity will come when the war has been won for democracy. Then we must be prepared to conquer the peace. Only by finding a common basis of world citizenship and by accepting far-reaching and progressive social change can we hope to secure the economic and social security which will make any peace real and lasting.

We must not start with a feeling of defeat. We must have faith in ourselves, in our institutions, and in our abilities to adapt our way of life to the challenge of today and to the greater challenge of tomorrow.

We must make democracy work. That is the price of responsible citizenship in our country and in the world. Neither the legislator nor the executive can secure sound policy, foreign or domestic. He may advise, he may implement, he may execute, but ultimately, policy must be finally determined by the expressed will of the people. That is the tradition of freedom; let us make it the practice in all walks of life and in all fields of work. We have no time to pause. We have already begun to lay the cornerstone for the democratic world order of tomorrow. What we do together can never fail.

EDITOR'S NOTE.—Address given before luncheon meeting of New York City League of Women Voters, February 8, 1941.

States and Cities in the Defense Program

*"Preparation for our national defense
requires cooperative effort with unity
of purpose throughout the country."*

By DANIEL W. HOAN

*Division of State and Local Cooperation,
Advisory Commission to the Council of National Defense*

THE story of the states and cities in the defense program can best be told by describing the way in which the Division of State and Local Cooperation of the National Defense Advisory Commission has been carrying out its functions. The task of the division is, in fact, much as outlined in the opening sentence of a memorandum on the subject, issued August 2, which reads:

Preparation for our national defense requires coöperative effort with unity of purpose throughout the country.

What is the part of the Division of State and Local Cooperation in effectuating or promoting this spirit and purpose of coöperative effort—"a national unity of purpose throughout the country?"

Page three of the memorandum mentioned gives partial answer. After discussing in a general way the problem that faces local, state, and federal governments, it reads:

The problem, then, is to provide means for full utilization of the powers and administrative organizations of federal, state and local governments and for adjusting and coördinating programs and procedures in order that closely integrated administrative machinery

may function with the maximum speed and effectiveness.

At the same time private agencies should be afforded opportunity to put their knowledge, skill, and organized facilities at the service of the nation, and individual offers of aid should be properly appraised and their constructive values assimilated. Through such blending of powers and harmonious collaboration, public and private organizations, groups and individuals may participate effectively in preparation for our mutual protection against any threat of danger from within or without.

The problem that faces us now is: can we organize and coördinate business, labor, and government so efficiently that no dictator will dare attack us, or if he dares, that we shall be prepared to meet him with the vast, well concentrated strength of the nation?

This brings us squarely up against the question of how we can best knit together the officials and activities of our federal, state, and local governments.

Obviously, in a great national set-up for defense there will be an increasing avalanche of mail, telegrams, telephone calls, and personal calls to the National Advisory Commission, seeking advice or informa-

tion on the hundreds of ideas and problems arising every minute of the day. There is thus created a need for the service of communication between defense activities in Washington, the states, and the localities, and through the state defense councils with the local councils of each state. And so the first task assigned to the Division of State and Local Coöperation was not only to protect the commission from being overloaded with inquiries that might be handled as well, if not better, elsewhere but also to reply to those inquiries in language that is helpful and easily understood. Thus the memorandum pointed out that our first task was:

To serve as the channel of communication between the Council of National Defense and Advisory Commission and the state councils, and through the state councils with local councils in each state.

Next came numerous communications from the state defense councils of a more formal nature, such as reports which might reveal lack of coördination or difficulties in executing this, that, or the other job—documents which often contained valuable plans for local endeavor. There was need for someone to recommend adjustments in such programs, sift out new activities suggested, recommend to all states the types of new facilities or services needed, and be held responsible for prompt assistance along any of these lines. Thus came the second assignment:

To receive from defense councils in the states reports upon problems of coördination requiring federal attention, recommendations for necessary adjustments in programs, suggestions regarding new activi-

ties, proffers of facilities or services, and be responsible for their routing and follow-up to insure appropriate disposition.

Next in line was the problem of keeping both state and local councils of defense advised from day to day as to the development of the national defense program, especially as it affects or requires coöperation of state and local agencies. It was to meet this need that various channels of communication were developed. One such channel, for example, is the section on state and local coöperation in the Defense Commission's weekly bulletin, *Defense*.¹ The division likewise on occasion assigns a speaker to take part in important regional meetings. All of these steps are in compliance with the third of our duties, which is:

To keep the state and local councils currently informed regarding the national defense program as it develops, particularly with respect to the specific activities in which the coöperation of state and local agencies is required from time to time.

One question frequently asked is: How can the average citizen have a voice in shaping this defense program? We are happy to say that no citizen need hesitate to offer his suggestions nor need he be denied a hearing on their merits.

NEW JERSEY'S PLAN

Not long ago the people of New Jersey, led by some of their most active citizens, suggested to Governor Moore of that state that he issue a proclamation asking that the

¹Available by subscription through the Government Printing Office.

responsible citizens of every community volunteer their services to organize local community service councils to be affiliated with local defense councils. The New Jersey State Defense Council sent to our division a pamphlet which describes in detail the activities promoted by such service councils. The pamphlet stressed the fact that recreational, social, religious, civic, patriotic, health, and welfare activities are all essential parts of the training of our young men in any national defense program. It set forth in detail the types of services that could profitably be organized in many communities. Among those that should be initiated at once, particularly in and about training camps, are the following: information service; hospitality; entertainment; travelers' aid, coöperation with churches, fraternal orders, and other civic organizations; complete use of municipal resources, including schools, parks, and recreational centers; camp and community singing and a music program; girls' and women's work; soldiers' and sailors' clubs and centers; athletics; social recreation and dancing.

This division studied the program, obtained approval of the National Advisory Commission for its general dissemination, and mailed copies to all thirty-nine of the state councils of defense thus far organized. In this way the division brought to the attention of the most active forces in the nation a plan by which all citizens of a community may coöperate to a high degree in the proper training, entertainment, and guidance of the young men of America.

This is an example of how the

division carries out its fourth duty:

To clear information between defense councils in different states regarding matters of council organization, administration, and activity.

These, then, were the four general classifications of functions as conceived by the National Defense Commission to be executed by the Division of State and Local Coöperation. It was well known at that time, however, that the functions and purposes of the division would develop and increase rapidly as time went on. It was also realized that heretofore there had never been a pattern worked out which could be used as a guide in prescribing the division's functions and activities. It is from day to day experiences in dealing with problems occurring between the different levels of government that we have been able to formulate definitely the fields of activity where assistance and coördination are needed. These are shaping the functions of the division.

ADVICE NEEDED

For example, from time to time requests arise for assistance and advice in organizing a state or local council of defense. The division details someone to go out in response to such requests and render all possible aid and encouragement. We have not presumed to take authority for deciding when a state or city should so organize. When, however, a request comes for assistance, we feel it is our duty to comply.

At the request of several states, the division has furnished a suggested state defense council act for presen-

tation to state legislatures. This act makes legal provision for creation and establishment of both state and local councils of defense.

There are already in existence approximately ninety local areas where defense operations of various kinds have increased and will increase the population enormously. Naturally local, and even state, officials are overwhelmed with the size of the problems presented by this sudden expansion. Take, for example, the Hampton Roads and Norfolk areas of Virginia. Because of the great natural harbor there, it has always been a center for ship construction and the harboring of naval activities. Already there exist in the area eighteen important military and naval establishments. Suddenly necessity requires not only enlargement of all these facilities but the letting of huge contracts to begin the building of ships immediately.

Thus are created overnight the problems of providing for thousands of workers and recruits—sanitation, water supply, schools, housing, health program, recreation, and a multitude of other needs fall upon the civil authorities for solution.

At the request of state and local authorities the division immediately sent a field man down, first to assist the State Council of Defense and then to help in the organization of a regional defense council. Steps were promptly taken to plan for needed transportation, housing, sanitation, and water supply. Local officers were set to work making necessary surveys for adequate health, recreation, and other programs that must be adopted to ward off pestilence and

delinquency. We are now able to turn these last surveys over to Administrator Paul V. McNutt, who has been given responsibility for the coördination of health, welfare, and recreational activities in relation to the defense program, for such action or recommendation as he may make.

The method of operation of the division and of the defense councils in the several states and municipalities is the essence of the democratic way. Our division gives no orders; the people themselves, through their representatives in the state capitol or the town hall, solve their own problems, using the division's personnel as a channel for information concerning federal plans and policies and for technical advice.

PROBLEMS SOLVED

Not long ago a series of three problems arose—relating to all levels of government—which needed some early positive action to prevent general bewilderment.

It appears that a number of newspaper reports were published indicating that one city after another, and one or two states, were trying to outdo each other in what they were promising their employees called by Uncle Sam for military training under the selective training and service act. Some promised these trainees their jobs back. Others agreed to permit the time the man had missed from his regular service to count towards his seniority rights or a salary increase when he returned to his job. A number of local governments were reported as offering to pay salaries for thirty or sixty days, while still others allegedly were to pay the en-

tire difference between the lower salary paid by the federal government and that for regular jobs.

It was at this time that cities also began to ask the question, "What shall we do about asking deferment from military training for our firemen and policemen? Surely modern warfare, if it comes, will require the services of all our fire fighters and police, and we should not permit these services to be drained."

A third group of questions which cities also brought up was: "What shall we do to augment our in-service training, as well as our pre-service training, in relation to the defense program? In other words, if we are to lose large numbers of employees to the military services, how soon shall we start to train persons to take their places? Not only that, but how, and how soon, shall we train auxiliary forces that will be needed in case of war?"

To answer these questions and to permit the various levels of government to have a voice in the answers, the director of the division, Mr. Frank Bane, with the approval of the National Advisory Commission, summoned a conference to discuss the questions of personnel administration growing out of the impact of the defense program on public personnel. At this conference were a dozen to fifteen representatives of the most vigorous organizations of our municipalities and states, as well as spokesmen of the divisions of the federal government concerned.

The conference was unanimous in its recommendations:

(a) That Mr. Bane write various state and local organizations calling

their attention to the erroneous information being circulated about New York and other cities concerning the payment of compensation to public employees called for military training, and to the dangers inherent in such a developing situation;

(b) That a letter be sent to the governors from the Council of State Governments mentioning the growing trend toward legislation on this subject and the dangers involved; and

(c) That the official bulletin, *Defense*, carry a brief statement on the problem.

As to the second question, on the effect of the selective service act on public personnel, Major Morgan, who was present at the conference to represent the Army, and Mr. Bane were requested to discuss with Mr. Dykstra the advisability of issuing a press release relating to the general question of intelligent selection and deferment by local selective service boards not only of individual industrial workers but public officials and employees as well. Such a press release was later issued.

To answer the third question, as to what should be done with respect to in-service training, a subcommittee was appointed which has been meeting regularly and will soon issue its findings.

Thus, every local, state, and federal official who is interested in these matters had a voice, through their organizations or departments, in reaching the solution of some of the problems involved—a solution that will protect government and industry alike. Not only have all interested participants readily answered the summons to come and give voice to solving the difficulties but all have

spontaneously and enthusiastically accepted the decisions made.

Obviously some part of the Advisory Commission on Defense needed to furnish an answer to the question most frequently asked, "What is our state, what is our city, to do to co-operate in shaping and building a program of defense fire protection?" The division promptly summoned in to conference a group of people representing nationwide organizations concerned with fire fighting—the United States Conference of Mayors, the American Municipal Association, and the International City Managers' Association, as well as the Council of State Governments and divisions of the federal government concerned with the fighting of fire, including the Army, the Navy, and the Forest Service.

At this general meeting it was unanimously agreed to recommend to the National Defense Commission appointment of a temporary advisory committee on which would be represented all local, state, and federal agencies of government, particularly those who know the subject, to formulate a plan setting forth in detail a civilian program for fighting fires—one that could be executed in every corner of the nation when and if the need should arise.

LOCAL GOVERNMENTS PARAMOUNT

We all know and recognize that the foundation, even the very strength, of this nation is the institution of local self-government, first in the town meeting, then the village, the city, the county, and finally the state. In this endeavor to marshal a coördinated program on matters of

civil defense we make no pretense that we in the national government possess master minds that can design and issue orders to solve municipal or state problems. It may be that at local suggestion and with local consent here and there a coördinator needs be set up in the state or region to obtain unity of purpose. Such office, however, being under the state or the National Defense Council, is of necessity advisory and temporary only. When the emergency passes and the defense councils are taken out of the picture, all such structures will melt and disappear.

A defense program can be either a Juggernaut overrunning the people, or it can be an instrument for strengthening their security, health, and well-being. It is the hope and purpose of the National Defense Commission and of the Division of State and Local Coöperation that we take advantage of the desire of our citizenry in every level and walk of life to know and to do their share in an effective and voluntary fashion, so that we will come out of this crisis a better and a stronger nation.

As new problems arise to confront the local, the state, or the federal government the division will do its best to assist. For example, we may be called upon to publicize through all the state councils of defense some splendid community health or recreation program; or to take up some consumer question with the consumers' division; or we may confer with other agencies on problems of housing in defense areas; or again, review a study made by the Office of Education on the general need for

(Continued on Page 159)

New Jersey's Merit System Pattern

Civil service of the state and 65 per cent of all local government employees under state commission's administration.

By CHARLES P. MESSICK

New Jersey State Civil Service Commission

THE NEW JERSEY pattern for state-local civil service administration was written into the original civil service statute adopted in 1908. The formula has not been changed in any essential particular in the intervening years. That statute was the result of a very considerable study of the few state civil service laws and procedures then existing and the administrative factors involved in New Jersey, by legislative committees and commissions, civic groups, and interested individuals.

The New Jersey plan must not be put down as a new discovery. It seems now that it was a happy and constructive adaptation of the New York State and Massachusetts civil service laws to our own peculiar needs.

It may be of interest to recall the situation in 1905 when the real movement for the adoption of a state-wide civil service law in New Jersey began. We had a growing progressive group, The New Idea Group, in the then dominant party, with something of a program for improved legislation and state administration. Change was in the air. Initiative, referendum, and recall were attracting attention and finding a place in the statutes of some of the western states. The state was beginning to participate in services and in grants-in-aid to local govern-

ments, but there was a sturdy and continuing adherence to the home rule principle.

So, while our law-makers saw the unsoundness and futility of a great multitude of little independent or semi-independent civil service agencies undertaking to administer the merit system in each county and municipality (there are 565 municipalities, 542 school districts, 21 counties and perhaps 150 special districts) they were not willing to go the whole distance and establish the system in all governments under state control by direct legislative action. They found a way to recognize home rule and at the same time to give support to what was then advanced legislation.

In the adoption of this statute the state said, in effect, to the local governments: "The time has come for us to give consideration to personnel problems in our governments. Here is a plan for doing it. It is being installed in state administration now and you may have the same service without cost when you show you want it by your vote."

The state pays all the costs of administration, hence this legislation is a grant-in-aid under which the state gives free service to its subordinate governments.

In the original statute there was no distinction with respect to the au-

thority or the responsibilities of the State Civil Service Commission as to state service on the one hand and county and municipal services on the other. Save only that the law should become effective in counties and municipalities after adoption by referendum vote at a general election, the authority and the responsibility of the State Civil Service Commission applied in identically the same way to local jurisdictions as to the state.

From the very beginning the state agency moved from consideration of state problems to municipal problems and back again as a matter of routine and as if the questions affecting either level of government were merely a part of the whole problem. That same attitude and procedure on the part of the state body has continued during the entire life of the merit system law notwithstanding the extension and enlargement of the authority and the responsibility of the commission over the state service which has developed in the past ten or fifteen years.

COMMISSION'S DUTIES

Under the 1908 statute the Civil Service Commission was empowered:

1. To prescribe, amend, and enforce rules and regulations for carrying into effect provisions of the law;

2. To keep minutes of its own proceedings and records of its examinations and other official actions, and providing that such records shall be public records;

3. To make investigations, sitting as a body or through one or more commissioners "concerning all mat-

ters touching the enforcement and effect of this act, and the rules and regulations prescribed thereunder, and concerning the action of any examiner or subordinate of the commission and any person in the paid employ of this state or any municipality . . . in respect to the execution of this act";

4. To subpoena and require the attendance of witnesses and the production of pertinent books and records; and

5. "To make an annual report to the governor, showing its own actions, its rules and regulations, and all the exceptions thereto in force, and the practical effects thereof, and any suggestions it may approve for the more effectual accomplishment of the purposes of this act."

The statute carefully defined the unclassified service. It was limited to elective and appointive heads of departments, members of boards and commissions, law officers of municipalities, teachers, and a small scattering of other positions or offices. All other officers and employees were included in the classified service divided into four general groups: exempt, competitive, non-competitive, and labor.

The exempt class was limited to one deputy or first assistant in each department, one secretary or clerk to a department head, legal assistants and physicians in state and county institutions, and a like small scattering of other positions or offices.

This part of the statute undertook to recognize the argument that the head of a department should have the privilege of selecting his own deputy, who would act at times in

place of his principal, and his confidential secretary. This provision of the statute has not accomplished what was certainly a part of its purpose for as soon as these personal selections are made the employees concerned are given tenure and the succeeding department head can make no personal selections. The theory for including legal assistants and physicians in the exempt class is, of course, for the purpose of avoiding competition among these professions. There is not space to discuss either the soundness or unsoundness of these statutory provisions; they are merely stated.

FEW EXEMPTIONS

The statute specified that the Civil Service Commission may exempt other positions for good and sufficient reasons after public hearing. In the earlier days a number of exemptions were granted. This part of the statute has become almost a dead letter since scarcely any exemptions have been made after public hearing in recent years.

The competitive class is really the backbone of the service and is defined in law as including "all positions for which it is practicable to determine the merit and fitness of applicants by competitive examinations, and . . . all positions and employments now existing or hereafter created, of whatever functions, designations, or compensations in every branch of the classified service, except such positions as are in the exempt class, the non-competitive class, or the labor class."

The non-competitive class, while rather large in numbers, is made up

of the housekeeping and attendant services in state institutions and other minor employments where either the place, the conditions, or the character of the work or the low pay provided makes it both impracticable and impossible to obtain suitable or the best available eligibles under normal competitive procedure. The non-competitive division is defined as "including minor positions in the classified service but not in the labor division for which the commission may, from time to time, determine it to be impracticable to select qualified incumbents on the basis of merit and fitness by means of competitive tests." Over all the years there has been close adherence to this definition.

The labor division, of course, includes ordinary unskilled or semi-skilled laborers but not members of the skilled trades.

The original law provided basic procedures for competitive and other examinations both for entrance into and promotion in the service, the auditing and certification of payrolls before payment, the right of employees to appeal from major disciplinary actions including removal, punishment of offenses, and the like. It gave authority to the commission to prescribe titles but not pay, nor did it provide any check upon the number of persons to be appointed or employed and the rate of pay on appointment in either state or municipal departments.

During the first twenty years the original law was amended and supplemented perhaps a hundred times until, like the Irishman's knife, it was the same old law but with so

many new parts and extensions it could hardly be recognized as such.

It is a striking characteristic of the New Jersey public personnel administration that all of the amendments and supplements, the investigations and inquiries which have been made periodically, have advanced and extended the movement. We have always been able to keep our faces in the right direction; the speed of progress has varied, but in the thirty-three years since the law was first written there has never been a serious setback in the whole movement.

LAW REVAMPED

In 1930 the law was rewritten in its entirety, both for the state and the local government services. The new legislation included provision for a complete personnel administration as we know it today. There was some opposition on the part of local governments, naturally, to the extended control provisions provided in the new statute. They did not want to surrender the right to determine the number and kind of employments required, to accept recommendations resulting from departmental organization studies, and more definite limitations with respect to titles of positions and rates of pay. In consequence the rewritten statute was enacted as applying to the state service and the original statute, amended and supplemented again and again, remains the law as it applies to local governments.

The state law provisions are, we believe, as complete as any now in existence. We would change few and none of the major provisions if we were undertaking it anew.

Our municipal law, not quite so complete, is built upon the framework of the original law which has been strengthened rather than weakened by its numerous amendments and supplements. We should like to rewrite it along the lines of the state law.

Some estimate is perhaps in order as to the effectiveness of public personnel administration under the New Jersey pattern as compared with the New York State plan where the commission undertakes certain personnel functions for some of the local governments and where separate commissions are provided for the larger cities, and the Massachusetts plan where the state commission undertakes personnel service for many of the local governments, and the further modification of these plans in some states where provision is made for local personnel agencies almost if not altogether independent of the state agency where such agency exists.

For a highly populous state like New Jersey, small in area but with many relatively large city and county governments although with no extremely large municipality, it is felt that our procedure is best. The argument that local governments should pay for their personnel administration has little meaning today when there are so many other kinds of grants-in-aid, both in service and as direct contributions. The cost of personnel administration by the state is negligible as compared with the total grants-in-aid for other public purposes. This particular type of aid, we believe, is a contribution to good government.

The argument that the little personnel department cannot be strongly staffed for effective service, as compared with the state agency, is particularly important. It would not be a helpful thing, for instance, to have 565 local personnel agencies in New Jersey in an area of less than eight thousand square miles, or seventy-one such agencies in one county supervising jurisdictions running from a few hundred to fifty thousand population and with an average geographical area of about two thousand acres. Then again it is recognized by both administrators and students of government that good government loses nothing by lodging the personnel procedures in some agency outside the local council chamber.

STATE SUPERVISION BEST

It seems clear that, after all the arguments for and against state administration of local government personnel have been weighed, the weight of the evidence must be on the state side—except in very large municipalities and where by reason of distance there are real difficulties in administering the usual personnel procedures from a central point. It seems equally clear, however, that there must be definite and positive authority in the central agency with respect to local personnel matters to make its administration effective.

I believe in the home rule principle but under modern conditions certainly the community has discovered that it does not live to itself. In the past decade it has proved to its own satisfaction that the unlimited expenditure of tax money or borrowed

funds is disastrous and it has been obliged to look to the state for support of its credit and for funds to meet its most pressing needs. The desire of the individual local government to make its own determination as to the kind and numbers and organization of its public workers, the conditions under which they shall work, the hours of work, vacation, sick and other leaves, the compensation that they shall be paid and promotion and advancement policies that shall obtain is quite understandable. These things seem to be matters of local concern. They do, however, affect the municipalities' financial and administrative interests and as the state is asked and obliged to assist its junior governments in a very direct and substantial way it must, as a matter of course, ask and require those governments to co-operate in advancing economic local administration.

There is no other effective answer than that local governments in states like New Jersey shall accept a modern, complete, and effective public personnel administration, administered by a state agency. There will be some limitations upon the freedom of determination as to details respecting personnel procedures by local authorities, but this is already the case wherever a central personnel agency exists. It is but a further short step, and an essential one, to place sufficient responsibility in the state agency to make local personnel procedure fully effective.

It seems to me that personnel laws, whenever they are adopted now, ought to leave out the referendum

(Continued on Page 188)

San Francisco: A Pioneer in the Consolidation Movement

Taxpayers have benefited to extent of many millions of dollars as a result of 1856 consolidation of city and county.

By ALFRED F. SMITH

San Francisco Bureau of Governmental Research

THE consolidation of the city and county governments of San Francisco occurred in the year 1856, as part of a drastic reform movement that included vigilance committee rule for a period of weeks, setting aside of legally constituted courts, and several notable "vigilante" public hangings. This process of reform has, fortunately, become both unnecessary and extinct but, according to all accounts, it was the only possible method at the time for dealing with a chronic crime wave unchecked by a corrupt administration.

The reduction in the costs of the newly created, consolidated city-county government and administration, which proved to be a marvel of economy, must have exceeded the fondest hopes of its sponsors.

San Francisco's origin dates back to the period of northward expansion by the early Spanish colonists. On June 28, 1776, a small party of Spanish soldiers and their families, two members of the Franciscan Order, drovers and camp attendants, under the command of Lieutenant Don Jose Moraga, established the Presidio (military center) and the first white settlement on the site of the present United States military reservation. The settlement continued under the flag of Spain until the independence

of Mexico in 1821. From that date until the American occupation in 1846 the little settlement, or pueblo, of San Francisco, was part of the Mexican Republic.

The discovery of gold near Sacramento in 1848 was followed by a vast horde of gold seekers from all sections of the United States and all parts of the world. San Francisco was transformed almost overnight from a somnolent Spanish-Californian pueblo to the status of a relatively large seaport and center of trade, through which passed thousands of gold seekers and the vast flood of supplies needed throughout the gold fields and the far western territory. Its population grew rapidly. The state census reported a population of 34,776 in 1852, and by the end of 1853 the number had grown to 50,000. This figure was nearly doubled, according to historical accounts, by the transient population.¹

The first election under a charter granted by the legislature establishing an American type of municipal corporation, was held on May 1, 1850. One of the first operations of the city aldermen was adoption of an ordinance giving the mayor, recorder, and some of the other municipi-

¹Frank Soulé, *Annals of San Francisco*, 1855.

pal officers annual salaries of \$10,000 each, and the sixteen aldermen, \$6,000 each per annum. Public indignation over this and other actions of the new administration led to the adoption of a new charter by the legislature on April 15, 1851. This charter provided for the same kind and number of officers, but it attempted to prevent waste and extravagance. Aldermen were required to serve without compensation. An election was held on April 28, 1851, and with one or two exceptions a whole set of new officers was elected.²

REFORM BRINGS CONSOLIDATION

Many criminals, lawless adventurers, and shiploads of ex-convicts from British penal colonies were among the city's new arrivals. In a short time the streets became unsafe for respectable citizens after dark. Failure of civil authorities to put a stop to depredations of the lawless caused the substantial citizens to form a vigilance committee in June 1851. By August of the same year law and order had been restored and the committee became dormant.¹ The reform proved to be but a temporary check to the lawless elements of the city. Corruption and extravagance of city officials, accompanied by lawlessness and crime, initiated a new reform movement and revival of the vigilantes who had abruptly ended the crime wave of 1851. Within a few weeks after reorganization, in May 1856, the vigilance committee restored law and order. The committee then disbanded and was succeeded by the People's party, a nonpartisan reform organization,

which took over the task of governmental reform.

In April 1856 an act was passed by the legislature and signed by the Governor, "To repeal the several charters of the city of San Francisco, to establish the boundaries of the city and county of San Francisco, and to consolidate the government thereof," which became known as the consolidation act. On July 1, 1856, this act became the basic law of the city and county of San Francisco. It reduced the area of the original county of San Francisco to approximately forty-two square miles of land area on the tip of the San Francisco-San Mateo peninsula. The southern portion of the original county, excluded by the act, became known as San Mateo County. Thus was provided consolidation of San Francisco's municipal government with that of the county, which was said to have had an economical and well managed administration in contrast to the corrupt and extravagant municipal administration.

The act replaced three old legislative boards—city aldermen, assistant city aldermen, and county supervisors—with one Board of Supervisors of twelve members, one from each of twelve districts into which the new city and county was divided. The number of other city and county offices and officials was also reduced. Old officers served until the general election in the following November 1856. At this election an entirely new set of officers was elected and the city and county began an era of good government.

By all accounts the outcome of the consolidation was an astonishing re-

²Hittell, *History of California*, Vol. III.

duction in the cost of government. The expenses of the newly established city and county in the first full year after adoption of the consolidation act and election of new officials were recorded as amounting to \$353,000, in comparison with a \$2,646,000 expense in 1855. The various accounts are a little vague and not entirely in agreement as to which of the more important factors involved made the greatest contribution towards establishing economy and good government—the economy measures incorporated in the consolidation act, the new set of officials elected to enforce the act, or the actual consolidation of the two separate political bodies. One historian stated that the new administration was a “marvel of economy” and that much of the saving was due to the consolidation act, “but a large part to the new officials.”³ Another historian, commenting on this question, stated: “Some said that to this act, rather than to the People’s party, San Francisco was indebted for her subsequent behavior; but this is hardly true. Laws are of little avail when the people are not with them as we have seen. Besides, Sacramento had her vigilance committee and her economic charter, but, neglecting to put good men in office, her finances and morals were comparatively little improved thereby.”⁴

BENEFITS OF CONSOLIDATION

The immediate financial benefits brought about by the consolidation of the city and county governments are a matter of record, but it is al-

most impossible to determine the extent of the annual saving in the cost of government that can be traced directly to consolidation today. The city and county budgeted \$1,058,000 for the fiscal year ending June 30, 1941, for the offices of recorder, registrar of voters, assessor, city attorney, treasurer, tax collector, and Board of Supervisors. The functions of these offices are often duplicated in the average city, with a separate government from that of the county in which the city is situated.

In addition to the foregoing are such departments as civil service, pension, controller, and purchaser, which serve the combined city, county, and consolidated school system, the latter also being a part of the city and county governmental structure. The total amount budgeted in 1940-41 for these departments was \$578,000, or a total of \$1,636,000 for all of the offices and governmental functions already mentioned.

This is not meant to infer that the departmental cost data used in the foregoing is all that has been saved because of consolidation, but is indicative of the potential governmental cost reduction inherent in this reform. There undoubtedly are other economies which an analysis of the San Francisco governmental structure would disclose.

For many years San Francisco enjoyed a greater degree of local self-government—home rule—than most cities and counties with separate governments. It has meant a high degree of freedom from interference by the state legislature, which continually amended old or passed new laws

³Hittel, *History of San Francisco*.

⁴Bancroft, *History of the United States*, Vol. 32.

affecting county governments, officials' compensations, and other strictly local matters. The adoption of constitutional amendments granting counties the right to have charters similar to cities or cities and counties has enhanced local self-government privileges in the counties that have taken advantage of this constitutional right.

Various State Supreme Court decisions have, over the years, interpreted and determined San Francisco's status since the consolidation. One of the earlier decisions held that the city and county of San Francisco is a continuation of the municipal corporation known as the city of San Francisco;⁵ another and later decision, that cities and consolidated cities and counties are both municipal corporations within the meaning of the constitution.⁶ The courts also have held that the supervisors of San Francisco, authorized by the consolidation act, are municipal and not county officers.⁷

A State Supreme Court decision reaffirmed the conclusion that San Francisco's government was a municipal corporation but that the territory over which the government is exercised is considered in its political and judicial relations to other portions of the state as being a county; and that such officers exercising authority under county laws and who do not derive any authority from the charter are to be regarded as

county officers.⁸

San Francisco continued to be governed by the consolidation act, as amended from time to time, until January 8, 1900, when a charter drafted by a Board of Freeholders and voted by the people became effective. This charter provided for a mayor-council form of municipal government, with a dozen boards or commissions, appointed by the mayor, in control of such major departments as police, fire, public works, health, parks, and playgrounds. The charter diffused authority by vesting important administrative and executive powers in various boards and the legislative body—the supervisors. The latter were also granted budget-making, appropriation, and auditing powers.

CHARTER BECOMES OBSOLETE

Of the sixty-three elective officials provided for by the charter of 1900, twelve were administrative or legal officers such as the recorder, assessor, tax collector, treasurer, auditor, and city attorney. The authority of the mayor did not extend to the offices headed by elective officials and was frustrated by the diffusion of power between the major boards and the supervisors, so that executive powers were confined largely to the power to appoint and consult with the commissions.

The effect of the great changes of the twentieth century on the cities of America, such as the development of the automobile, the speeding up of the movement from farm to city, and the growth of great industrial centers,

⁵*Wood v. Board of Election Commissioners*, 1881, 58 Cal. 561.

⁶*Denman v. Broderick* (1896), 111 Cal. 96, 43 Pac. 516.

⁷*People v. Babcock*, 1896, 114 Cal. 559, 46 Pac. 818.

⁸*Kahn v. Sutro*, 1896, 114 Cal. 316, 46 Pac. 87.

is known to all. Problems of municipal government in San Francisco, as well as other metropolitan areas, multiplied rapidly. The charter designed to meet the problems of a city in 1900 was amended many times in attempting to keep up with the changing times. Ultimately, this document became an obstacle rather than an aid to good government.

A new charter was obviously needed. In the spring of 1930 the San Francisco Bureau of Governmental Research succeeded in interesting a representative group of influential citizens and community leaders in the plan to draft a new charter by submitting a single all-inclusive amendment for the old charter. Before this group could complete its task, the Board of Supervisors called a special election on August 26, 1930, for the purpose of electing a board of fifteen freeholders to draft a charter as provided by the state constitution. The charter drafted by this board was submitted to the electorate at a special election on March 26, 1931, and after receiving the voters' approval, became effective January 8, 1932.

NEW CHARTER SUCCESSFUL

The reorganized governmental structure provided by the new charter retained all of the fundamental features of the consolidated city and county government of the old charter and the consolidation act. A "strong-mayor" form was established, centralizing executive responsibility in the office of mayor through appointive and budgetary control powers. This charter provided an improved procedure for and administration of an executive budget; placed the city

on a cash basis and eliminated annual deficits; provided an improved procedure for handling contracts, purchasing, sale and leasing of city real estate; created non-political management of city-owned utilities; extended an actuarially sound pension system to firemen and policemen; established a revamped fiscal and accounting procedure in accordance with modern municipal accounting practice; and many other improvements. As a result San Francisco taxpayers have benefited by the saving of millions of dollars since it became effective in 1932.

Comparative tax rates, compiled annually by the Detroit Bureau of Governmental Research, disclose the fact that San Francisco has, for many years, enjoyed a lower tax rate than most cities with a population of 500,000 or over. The tax rates, which have been published annually by the NATIONAL MUNICIPAL REVIEW for eighteen years, reveal this city as having enjoyed more often than not the lowest combined tax rate adjusted to a 100 per cent basis of assessment.

Tax rates are generally conceded to be, at best, an uncertain means for making comparisons between cities, but estimates of the economic and financial worth of consolidation to this city as a long-term investment in sound government, would be far more speculative in character. Starting with the actual saving of \$2,293,000 in 1857, the initial year of the consolidated city-county government, the result, capitalized over the eighty-four years that have elapsed, would prove to be too fantastic for acceptance.

A Blueprint for Urban Conservation

Study of community of Waverly suggests plan for stopping social-economic decay and for redeeming existing sore spots.

By HARVEY PINNEY
New York University

ONE of the curiously unfortunate inversions of good words is the identification of the word "conservative" with the standpattism of status. As used politically, the "conservative" is not a conservative at all; he is rather one who will sacrifice the conservation of existing values to the preservation of a frequently ill-gotten status which represents non-action or stagnation. It becomes more important, for example, to preserve an accumulation of claims on income and wealth gained by the literal slaughter of the country's best timberland and the system of action which permitted that slaughter than it does to save existing timber values and construct a system of land use which will create new forests.

Politically the "conservatives" have tenaciously fought effective methods of conservation; it has been the "liberals" and the "radicals" who have fought for conservation of existing and potential values.

The same is true in the field of urban real estate. Out of the maelstrom of land gambling which has been the urbanization of the United States has come a pattern of competition in promotion. Subdivide, develop, sell, foreclose, and exploit; subdivide, develop, sell, foreclose, and exploit; has been the rhythm. Promoters skim the cream off land appreciation; owners take a beating on interest, taxes, assessments, and upkeep; mortgagees become landlords of large properties; and landlords are obliged by both motive and necessity to be tough—to make these properties pay before a second round of foreclosures begins. And while the landlords of older sections

suffer the torments of declining rents, difficult collections, falling values, the promoters go blithely ahead developing new and competing projects which undercut the values of the old, which require the establishment of a complex set of public services, and which substantially increase public costs in the old areas.

Who would be the "conservative" here? Or, to avoid confusion, who would be the conservationist?

The urban conservationist is one who would conserve existing physical, economic, and social values, while planning for the development of new and complementary values. The urban conservationist does exist and urban conservation can be accomplished. The blueprint is at hand.¹

The study of Waverly (a well marked community within Baltimore about two miles from the center of the city) is the study of a community in relatively good condition but threatened with urban blight. In terms of the categories listed in the national real estate inventory made by the WPA, Waverly stands high. None of its homes lack running water, flush toilets, electric lights, gas for cooking, or private baths. Only 2 per cent do not have central heating. In terms of condition of physical structures 42 per cent in Waverly are rated good (the national average is 39 per cent), 52 per cent need some repairs (the national average, 45 per cent), 6 per cent need major repairs (national average, 16 per

¹*Waverly—A Study in Community Conservation*, Washington, D. C., Federal Home Loan Bank Board, 1940.

cent). On two sides Waverly is bounded by good sections; on the east is institutional land; on the south is a fully-developed and encroaching slum.

What is the trouble? Urban blight in a community may begin with one residence which, because of age, structural defects, inadequate income or incentive for upkeep, or other reasons, is allowed to depreciate in appearance and serviceability and hence in salability and rentability. This means sooner or later the advent of tenants with even lower capacity for maintenance of the property. The properties on each side are affected. The blight spreads.

Of the 1,610 lots in Waverly, 331 are used by detached or semi-detached structures, and of these 28 per cent are in poor condition and 57 per cent are in need of repair. These are the older, and for the most part, frame residences and are located in various parts of Waverly. They are not the only seeds of community destruction, but illustrate the problem.

COMPLETE SURVEY MADE

What to do about it? The Baltimore Housing Authority, the Works Progress Administration, the United States Housing Authority, the Home Owners' Loan Corporation, and local municipal agencies coöperated in making a complete survey of the Waverly problem and constructing a practicable plan for stopping social-economic corrosion and rehabilitating existing sore spots.

The survey was inclusive. Social status—population, income, occupations, health, schools, churches, public services; economic status—assessed values, tax delinquency, mortgage status, vacancies, sales turnover and prices, etc; structural conditions; zoning; street layout and needed adjustments; financing—available rehabilitation resources; and other factors were examined and recorded.

This complete inventory of factors in the problem was made the basis for

specific planning, for gradual long-time adjustment of street problems, for zoning law changes, for development of the "Flint plan" of playgrounds in block interiors, for the rehabilitation of each residence shown by the survey to be in need of repairs or reconstruction, for the financing of each specific project. For any specific residence, for example, architect's drawings were made showing the appearance of the house after repair or reconstruction. Every cost was figured; sometimes specific alternative plans and costs were provided. Proposals for individual properties were integrated with the proposals for blocks and streets so that contiguous properties would have some degree of coherence in design, landscaping, and decoration.

PRESERVATION PROFITABLE

In a community of this kind it is not contemplated that rehabilitation of individual properties will be subsidized beyond the guaranteeing or insuring of rehabilitation loans. Further, estimates showed a definite paper profit accruing from the execution of the program. The 331 units mentioned above had an "as is" appraised value of \$1,024,035, an "as reconditioned" value of \$1,203,830, a cost of reconditioning of \$149,022, a surplus of increased value over cost of reconditioning of \$30,773 or 20 per cent. It is emphasized, of course, that the objective is not profit but the preservation of the community as a desirable place in which to live and in which to go on living in the future. Nevertheless, the fact of increased appraised value is an important element in persuading coöperation and in illustrating concretely the value of conservation activity.

The necessity for coöperation is fundamental. The object is to eliminate cancerous outbreaks of urban blight in the community. It must be both possible and desirable for every member of the community to coöperate. This means not only survey and plan but

education. It was found that the survey itself, after some initial resistance from some of the residents, was an important educational factor. The HOLC, with 122 mortgages and 20 properties in the area, has accepted certain responsibilities for leadership:

Recognizing these facts, the Home Owners' Loan Corporation has accepted, as its final obligation to the Waverly conservation project—other than its participation in future co-operative activities as one property owner among many—active temporary leadership in the organization of a neighborhood conservation league to which the plans and recommendations for each property and for the whole area, as developed during the planning phase of the survey, may be entrusted; by which, with energetic and sympathetic local leadership and unified neighborhood support, the translation of these plans into the physical improvement and stabilization of Waverly may be encouraged and carried forward; and under which the neighborhood standards so established may long be maintained. (Page 63.)

Out of this survey and planning experience with Waverly comes the suggestion for a "Municipal Department of Conservation" in American city government whose function would be "by precept, example, and inspirational activity, to promote community stabilization projects in potentially and partially depreciated sections throughout the city." It would foster community conservation associations, provide technical information on planning, costs, materials, and could "introduce economies through the mass purchase of materials and through group contracts for maintenance, painting, repair, and fuel."

Here, then, is a blueprint for urban conservation. It brings to hand a positive instrument by which to aid the hard pressed city planning commission, beset

on all sides by promoters—particularistic real estate interests—and ignorance, hampered by lack of funds, and burdened with a mass of work beyond the time and energies of its limited personnel. This type of conservation is the conservation of man-made physical resources, of the social values of an established community, of the aesthetic values potential in better planning, of the property values inherent in thrifty maintenance, of the public values lying in established services and the equipment therefor, and of the values destroyed by the uneconomic drainage of population from old areas to new for the sake of the developer's profits. It is the kind of conservation wherein the part of the government is to act as a catalytic agent in aiding communities to help themselves, in teaching the art of preserving individual initiative through coöperative effort. It is something, clearly, of which we need a great deal more.

CITIES AND STATES IN THE DEFENSE PROGRAM

(Continued from Page 146)

school facilities in defense areas. At other times, the division may be asked to coöperate in solving welfare and allied problems of defense communities which are of concern to the Federal Security Agency; or to express its point of view on plans for the collection and reclamation of waste material—rubber, iron, aluminum, and tin.

Whatever the trouble may be, we are here to serve. We stand as a sort of *liaison* division to which any and all officials may direct inquiries that involve state and local coöperation in the defense program, and we are prepared to do our best to promote and to coördinate harmonious action and results.

Researcher's Digest: March

Six research bureaus consider relief and employment in light of defense developments; fire prevention in Dayton; New York State questions its citizens on assessing practice.

WHAT almost amounts to a symposium on relief and public welfare crops out of published governmental research reports in recent weeks. As a result of the defense program and changed economic prospects, at least six bureaus opened the columns of their publications to extended discussion of the governmental aspects of the unemployment problem as it reveals itself in 1941. Some interesting ideas were produced.

The **Citizen's Bureau of Milwaukee** wants Congress to abandon the work relief program and to appropriate \$500,000,000 to reimburse local governments for at least three-quarters of their relief expenditures during the next fiscal year. In a letter (January 17, 1941) addressed to each of Milwaukee's representatives in Congress, the bureau argued that the defense program would "result in the employment of practically all employable workers." The WPA workers not absorbed into defense work would, it is held, really be unemployables who "should be cared for under the general relief program and not given preferential treatment." By helping local units pay for simple home relief, the federal government would save the extra costs involved in a work relief program, says the bureau, and the localities would themselves save the cost of contributions to WPA projects. The bureau estimates that a "net saving to the federal government of approximately \$500,000,000" would result if its recommendation is adopted.

With a somewhat different point of view, the **Rochester Bureau of Municipal Research** supports substantially

the same proposal. In its January 1941 bulletin, the bureau calls for a 65 per cent federal contribution toward local home relief. Instead of the abandonment of work relief, however, which is what the Milwaukee bureau apparently advocates, the Rochester researchers suggest the assumption of full financial responsibility for work relief by the localities.

Making Work Relief Work

The result, the bureau believes, would be increased "care and consideration" on the part of localities in planning and expenditure for work relief. Another probable effect of such a course, it is suggested, is that work relief would be used "as a means of rehabilitating the unemployed. At present, the work relief program is used . . . as a means of reducing the local home relief rolls. . . . The proposed system would place a premium on keeping persons off work relief projects. If the community were sincere in its desire to provide proper work opportunities for those unemployed who were willing to earn their keep, it could then plan a work program which would return full value to the community and at the same time keep alive the developed skills of those willing to participate in it."

"Hard Fact"

Without dipping into the controversial whirlpool of federal policy, the **Boston Municipal Research Bureau** considers its local welfare developments and prospects in a detailed, judicious report in its January 29 *Bulletin*. After a survey of case loads, costs, and economic and political indices, the bureau

emerges with the "hard fact" that "only 16 per cent of the welfare recipients on the city's own relief rolls are classed as employables who will be affected by economic improvement." At the same time, the bureau expects a gradual increase in total expenditures for soldiers' relief, old-age assistance, and aid to dependent children. As for WPA, the bureau points to the presidential budget reduction of one-third in WPA assistance and hopes that additional workers cut off from WPA will be absorbed by private employment rather than be added to the local welfare burden.

Four recommendations are made: first, the bureau advocates formation of a special committee of outstanding local citizens to "take stock of the welfare situation," to consider standards for eligibility, amounts of individual assistance, re-employment opportunities, and the propriety of wider publicity on welfare allowances; second, pay-as-you-go financing for relief is supported; third, "further liberalization of the welfare laws is ill-advised"; and finally, quarterly welfare reimbursements by the state to the localities are requested to help local finances.

Facts and Figures

The **Governmental Research Institute of St. Louis** devotes two issues (January 5 and January 23) of its *Dollars and Sense in Government* to the problem of old-age assistance in Missouri, and finds that the state has 326 recipients of old-age assistance per 1,000 population sixty-five years of age and over, as compared with a national average of only 254. A state law making relatives liable for the support of indigents is advocated as a means of reducing the average.

The **Schenectady Bureau of Municipal Research** also devotes two issues of its publication to welfare (*Research*

Brevities, January 5 and January 29), supplying cost and case figures for 1939 and 1940 on a monthly basis. More figures are provided by the **Detroit Bureau of Governmental Research**, which summarizes the relief situation in Wayne County as of the last month of 1940 (*Just a Second*, January 25).

How to Escape the Flames

A dramatic presentation of the need for more effective fire prevention work and a plan for accomplishing it are issued in a flame-licked, bright red cover by the **Dayton Research Association** (*A Plan to Increase the Effectiveness of the Division of Fire Prevention*, August 1940, 21 pages mimeographed). Using no more elaborate pictorial accompaniment than a few graphs, the bureau yet manages to send a few chills down the spine with its simple statement of what might otherwise be a dull subject.

One device is an item-by-item listing of the causes of local fires over a period of ten years, with the number of fires attributable to each cause plainly shown. In another vivid section is set up, "for its moral effect," an enumeration of the names and addresses of those who died in Dayton fires together with the cause of each fire. Additional sections show the cost of fires, explain simply how losses may be minimized. By the time he gets to page sixteen, the reader is almost pathetically glad that the bureau has a solution for so dire a need, and is gratified to absorb the straightforward account of how and why the division of fire prevention should be reorganized and made self-supporting.

Q. and A.

A huge volume of questionnaires, addressed to business, research, governmental, and newspaper leaders in New

York, was the contribution of the **New York State Citizens Bureau of Governmental Research** to the public hearings of the New York Joint Legislative Committee on Assessing and Reviewing, held November 12, 13, and 14, 1940. The hearings were designed to find out from "exceptionally well informed men and agencies in New York City" the facts about assessing practice in the state; proofs of over- or under-assessment; proofs that review of assessments is tardy, complicated, costly or otherwise unjust; data on how industry, labor, and the home owner are affected by assessing procedures; and proposals for amelioration of ills, if any. The questionnaires were framed so as to draw from each of the witnesses everything he might know that was relevant to the problem in hand.

Research Bureau Reports Received

Assessment

Questions About Assessing in New York City. Citizens Bureau of Governmental Research of New York State, Albany, 1940. 93 pp. mimeo.

Budgets

A Digest of the Proposed State of Maryland Budget. The Commission on Government Efficiency and Economy, Inc., Baltimore, Maryland, *Your Tax Dollar*, January 25, 1941. 10 pp. mimeo.

The Budget System of the State of Maryland Needs Improvement. The Commission on Governmental Efficiency and Economy, Inc., Baltimore, Maryland, *Your Tax Dollar*, February 5, 1941. 5 pp. mimeo.

Constitutional Amendment

About Less Democracy in Michigan. Detroit Bureau of Governmental Re-

search, *Just a Second*, February 5, 1941. 2 pp. mimeo.

Finance

About a Suggested Financial Plan for Detroit. Detroit Bureau of Governmental Research, *Just a Second*, January 20, 1941. 4 pp. mimeo.

Cost of Government in Canada—Municipal Government. Citizens' Research Institute of Canada, Toronto, *Canadian Taxation*, January 31, 1941. 4 pp.

What is Good City Financing? Dayton Research Association, *Facts*, January 20, 1941. 4 pp. mimeo.

Fire Prevention

A Plan to Increase the Effectiveness of the Division of Fire Prevention. Dayton Research Association, *Facts*, August 1940. 21 pp. mimeo.

Public Officials

Qualifications for Municipal Public Office. Bureau of Municipal Research, Toronto, Canada, January 21, 1941. 3 pp.

Public Welfare and Relief

About Public Relief and Insurance Cases in Wayne County as of December 31, 1940. Detroit Bureau of Governmental Research, *Just a Second*, January 25, 1941. 1 p. mimeo.

Letter on Relief Problem to all Milwaukee Congressional Representatives. Citizens' Bureau of Milwaukee. January 17, 1941. 3 pp. mimeo.

Local Control and Financing of Work Relief. Rochester (New York) Bureau of Governmental Research, Inc., *Municipal Research*, January 1941. 1 p.

Relief Data. Schenectady (New York) Bureau of Municipal Research, Inc., *Research Brevities*, January 29 and February 5, 1941. Each 1 p. mimeo.

Old Age Assistance in Missouri. Gov-
(Continued on Page 188)

Contributors in Review

BESIDES beer, Milwaukee is famous for good government, and Milwaukee good government is synonymous with the name of **Daniel Webster Hoan** (*States and Cities in the Defense Program*). On the long haul between 1916 and 1939, "Dan" Hoan was the Socialist mayor of his city, and his supporters included Socialists and non-Socialists alike who saw the nonpartisan values of honest, efficient public service. The July 1940 issue of the REVIEW tells the story in greater detail. Mr. Hoan is now assistant director of the Division of State and Local Coöperation, Advisory Commission to the Council of National Defense.

IN NEW JERSEY public personnel means, inevitably, the name of **Charles P. Messick** (*New Jersey's Merit System Pattern*). The law was passed in 1908 and Dr. Messick became special examiner in 1910, full-time assistant examiner in 1914, and chief examiner and secretary of the State Civil Service Commission in 1917, both of which latter posts he now holds. In addition, he is now chairman of the State Planning Board, chairman of the New Jersey Council, and member of the New Jersey Defense Council, thus continuing his long established extracurricular interest in all things governmental.

PPRIVATE secretary to the Methodist Bishop at Singapore, teacher of history and geography in the Anglo-Chinese school there, and student at the Geneva School of International Studies in Switzerland, are among some of the past activities of **Harvey Pinney** (*A Blueprint for Urban Conservation*). Dr. Pinney has also been social service investigator for the Minneapolis Department of Public Welfare, and has taught at Marshall College at Huntington, West Virginia, the University of Minnesota, and at New York University where he is now assistant professor. He has recently been exploring the problem of defense coördination and long-time planning in the New York metropolitan area.

AN ENGINEER who is both civil and civic, **Alfred F. Smith** (*San Francisco: a Pioneer in the Consolidation Movement*) has observed San Francisco government for the past sixteen years from his listening post on the staff of the San Francisco Bureau of Governmental Research. His specialization has been public utilities and public works, but the sum total of his activities has been as diverse as that of any governmental researcher. Before his connection with the bureau, of which he is assistant director, Mr. Smith had experience in various civil engineering capacities.

CURRENTLY page one copy for the nation's newspapers, the biography of **John G. Winant** (*The Citizen's Responsibilities in Foreign Policy*) is by now well known. Not too much stressed, however, has been his rare and comprehensive combination of interests in local, state, national, and international affairs. The newly appointed United States ambassador to the Court of St. James is ex-governor of New Hampshire, was first chairman of the Social Security Board, and served as head of the International Labor Office at Geneva. He was elected president of the National Municipal League last November.

News in Review

City, State, Nation

Edited by H. M. Olmsted

Careers in Public Service Stressed

Reed committee urges upward extension of federal merit system

THE 278-page report of the President's Committee on Civil Service Improvement, appointed by President Roosevelt two years ago and headed by Supreme Court Justice Stanley F. Reed, was transmitted to Congress, with a message of approval, on February 24.

The report recommended extension of the classified civil service to all federal employees except those in policy-making positions or those requiring Senate confirmation. Professional, scientific, higher administrative, and investigative positions would thus be included in the merit system. The report stated, "We are satisfied that the organization of the government service as a career on a democratic basis is essential to the proper conduct of public affairs."

In addition to Justice Reed the committee included Justices Murphy and Frankfurter; Attorney General Jackson; W. H. McReynolds, administrative assistant to the president; Leonard D. White, former federal civil service commissioner; Robert E. Wood, chairman of the board, Sears, Roebuck and Company; and Gano Dunn, president, J. G. White Engineering Corporation.

A temporary exception from the general recommendation was made as to the Federal Bureau of Investigation, because of the special situation here and abroad and the distinct and im-

portant relation of the FBI to national defense.

Special attention was given to the case of federal attorneys; the opinion of the committee was divided as to this group. Justices Reed and Frankfurter, Attorney General Jackson, and Mr. Dunn recommended that instead of strict civil service ranking there should be an unranked register of eligible candidates, it being considered that more individual treatment is necessary in filling particular types of attorney positions than the usual examination method of ranking allows. The other four members would place attorneys under the same restrictions as other employees.

A subcommittee proposal to standardize the mandatory retirement age in the classified civil service at seventy years, with optional retirement at sixty after fifteen years of service, and with increased retirement contributions by higher salaried employees, was approved by the general committee.

Justice Murphy in a special statement said that the report should have gone further into the basic methods and procedures now employed in the federal civil service system, and expressed his belief that the latter lacks some of the essentials of a modern public personnel system as successfully operated in various states and localities.

In his message of transmittal President Roosevelt said that "a government of laws must be through men, and these should be chosen with an eye single to their suitability for the great calling of the public service."

Civil Service Commission Active in Michigan

As members of the constitutional Civil Service Commission in Michigan, Governor Murray D. Van Wagoner has ap-

pointed an extremely able group of men:

George J. Burke, Democrat, prominent attorney of Ann Arbor, Michigan, and former chairman of the first Civil Service Commission during the administration of former Governor Frank Murphy; Alex J. Groesbeck, Republican, Detroit, ex-governor of Michigan; John C. Beukema, Republican, secretary of the Muskegon Chamber of Commerce, a member of the statewide committee which campaigned for civil service; and William Palmer, Democrat, former state senator from Flint, who introduced civil service legislation in the Michigan Senate during the Murphy administration.

The new commission elected George J. Burke as chairman, appointed Paul T. Anderson as temporary director, and named a committee of six, headed by Dr. Lent D. Upson, to prepare and conduct tests and to certify a list of those eligible for appointment as personnel director.

The commission has ruled that state employees who entered the service in the past by competitive examination, or remained by passing a qualifying examination, are now within the classified service. In the process of filling the remaining positions in the classified service, all other employees must take their chances in open competitive examinations.

ARTHUR W. BROMAGE

University of Michigan

Rival Merit System Proposals in State of Washington

The Washington state legislature is considering two measures dealing with establishment of a merit system for state and county employees, one proposed by Governor Arthur B. Langlie, the other by the Washington State Federation of Labor.

Both measures are being examined by the Merit System Committee of the

Seattle Municipal League, which has conducted an extensive survey of merit systems in operation in various sections of the country. The League has outlined three principles for consideration by legislative committees dealing with the bills, to the effect that such a system should:

1. Contain guarantees that the development and control of the merit system be freed entirely from any form of political influence;

2. Recognize the experience of other states, and provide for generally accepted principles of classification of positions, competitive examinations, establishment of employment lists, standardization of salary scales, etc;

3. Provide that the fitness of present employees be determined before they are blanketed in under the new merit system.

EWEN C. DINGWALL

Municipal League of Seattle

Facilitating Work of Maryland Legislature

The Maryland General Assembly, now in the last phase of its biennial ninety-day meeting, had a fast tempo set for it by Governor Herbert R. O'Connor, who submitted the 1942-43 state budget at the start of the session, although allowed twenty days from the time the Assembly convenes by the constitution.

Shattering another legislative precedent, some 110 bills prepared by the new Legislative Council were introduced on the second day of the session. These bills represented a year of research and study by the council (created by the legislature in 1939), included many measures sponsored by the administration, and covered some thirty-seven subjects. These covered revision of various aspects of the election laws; regulation of installment buying, finance companies, building and

loan associations, and the sale of fire-works; roadside control; state almshouses; home rule powers of local governments; and repeal of obsolete laws.

In addition to the fields covered by the Legislative Council, the Tax Revision Commission recommended changes in the state's system of taxation, its assessment and administration, including the complicated system of corporation taxation, inheritance taxation, taxation of insurance companies, and license taxation.

D. BENTON BISER, *Director*
Commission on Governmental
Efficiency and Economy, Inc.

New Hampshire News

Optional Charter Proposal.—The sponsors of the optional charter bill in the state legislature, the New Hampshire State Taxpayers' Federation, have leaned heavily on the Providence, Rhode Island, charter for the strong mayor plan and the National Municipal League's model charter for the manager plan. The bill provides for greater home rule than is now enjoyed by New Hampshire cities and greater executive authority as well as responsibility. A city could adopt either charter by referendum vote.

Town Report Contest.—The Bureau of Government Research of the University of New Hampshire has announced a town report contest. Following more or less the Vermont contest as a model, the towns are divided by population into thirteen classes for purposes of narrowing competition and encouraging interest. Certificates will be awarded to winners in each class. Emphasis is being placed on interesting, intelligible, and vital materials published in the reports. Town and city planning boards have been invited by the State Planning and Development Commission to assist in publication of reports. With their

assistance much improvement is expected.

LASHLEY G. HARVEY
University of New Hampshire

Registration and Voting in New Jersey

On February 17 several election reform bills advocated by Governor Charles Edison were introduced in the New Jersey Senate. They provide for a new registration of all voters by personal appearance, re-registration in each presidential year with a voter retaining registration in the interval only by voting in at least one election annually; and for a mandatory election in every municipality of 25,000 population or over, on the adoption of voting machines.

Council-Manager Plan News

On February 10 Governor Cooper signed a bill giving council-manager government to **Hamilton County, Tennessee**.¹

In **Port Huron, Michigan**, on February 5, the nine members of the charter revision commission unanimously adopted a council-manager charter as the culmination of over a year's work on the charter problem. The charter will be submitted to popular vote April 7; if adopted, the election of the council will be held April 28. The proposed charter provides for a council of seven members elected at large who appoint the city manager; a merit system, mandatory within one year; centralized purchasing; and the initiative, referendum and recall.

Mayor Robert E. Maher of **Winsted, Connecticut**, on January 20 addressed the Rotary Club and stated that the administrative duties of that city are more than a part-time job. He advocated employment of a city manager

¹See also page 174 of this issue.

at \$6,000 salary, which would be more than made up by the savings that a full-time executive can achieve.

The city of **Calais** and the towns of **Bar Harbor** and **Millinocket, Maine**, are attempting to get manager charters from the Maine legislature.

In the town of **Manchester, Vermont**, one of the subjects to be voted on at the coming town meeting will be a proposal to adopt the town manager system, now in operation in several Vermont towns.

Windsor, Vermont, will also vote on the manager plan at its forthcoming village meeting.

Vinton, Virginia, voted on February 4 to retain the manager plan, the vote being 271 to 163. The plan has been in effect since 1936, and was originally adopted by a bare majority of twenty-one votes.

A bill (No. 99) introduced in the House of Representatives of the state of **Washington** would give cities of less than 20,000 population power to adopt the city manager plan, following filing of a petition signed by 25 per cent of the qualified voters.

A special election on the manager plan is expected to be held in **Palm Springs, California**, either this spring or in the fall.

Ottumwa, Iowa, will vote on the manager plan March 18.

Idaho Falls, Idaho, is showing interest in the manager plan.

Wilmington, North Carolina, will vote on a proposed manager charter March 31.

As a result of a large meeting in **Lewistown, Montana**, a committee has been appointed to gather information on the council-manager plan and its operation in cities comparable to Lewistown.

The **Manchester, New Hampshire**, Taxpayers' Association sponsored a

public meeting earlier this year, attended by about 400 persons at which Walter J. Millard, field secretary of the National Municipal League, outlined the advantages of the manager plan and P.R. Mr. Millard also addressed audiences in several other New Hampshire municipalities.

One topic for the annual town meeting of **Amesbury, Massachusetts**, will be adoption of the town manager plan.

Thomasville, Georgia, is again considering the manager plan, despite the necessity of applying to the state legislature and the likelihood that the necessary legislation cannot be secured before adjournment.

Petitions for a vote on the manager plan are being circulated in **Richmond, Missouri**.

Various civic groups in **Hillsboro, Ohio**, are interested in securing the manager plan. **Redding, California**, is also interested in the plan.

California Local Governments to Cooperate for Defense

Because of the far-flung character of water supply and other publicly owned utilities and public works, and the regional nature of some public health problems presenting hazards in the event of a defense emergency, the League of California Cities is advocating the organization and integration of local police, fire, public works, and public health departments on a regional basis, so that men and equipment may be quickly available at a particular place in time of need.

The state attorney-general has already organized a statewide committee for the integration of law enforcement facilities, with a plan to district the state and work out on a voluntary basis some form of police co-ordination within each of these districts. The league has drafted a bill

to permit the free exchange of men and equipment of police, fire, health, public works, and other municipal departments between different units of government, giving the men the benefit of workmen's compensation, and protecting the city from liabilities that might arise from the exchange of the facilities.

Popular Voting in 1940 on Municipal Legislation

More than seven million people in cities of over 25,000 population voted on 476 items of proposed municipal legislation in 1940, according to a special study by the Bureau of the Census. Of 410 municipalities in that population group, proposals were voted on in 172. Over two-thirds or 321 of all the proposals—an unusually large proportion—were approved.

Of the 476 items, 122 were charter amendments, of which sixty-three were approved; 114 dealt with liquor licenses in three states where the subject is voted on every two years, and of these 102 were approved; ninety-eight were bond issue proposals, of which sixty-seven were approved; thirty-two were concerned with tax increases, of which sixteen were approved (five charter amendments were also for tax increases, two being approved); and of 110 miscellaneous measures, seventy-three were approved.

In 1939 only 338 municipal measures were voted on, of which only two related to liquor. The new census shows a net increase of thirty-six cities in the population group. The maximum number of proposals voted on in any one city in 1940 was fifteen charter amendments in San Antonio, Texas.

Seattle Votes on Term for Officials

Citizens of Seattle vote in March on a proposition to give members of the

Board of Public Works definite three-year terms in office, subject to removal only for cause by a two-thirds vote of the city council after a public hearing. At present board members, appointed by the mayor with approval of the city council, can be removed from office by order of the mayor.

The board consists of the heads of the lighting, water, and building departments, and the city engineer, and with the mayor, constitutes the administrative body of the city government. The proposed amendment to the charter provides that the mayor will appoint the chairman of the board annually.

Councilmen who proposed the measure contend it would provide stability in the management of the city's administrative departments, at the same time giving the mayor opportunity to fill at least two vacancies during his two-year term of office.

EWEN C. DINGWALL
Municipal League of Seattle

First 1940 Census Study of a Metropolitan Area

The first of the metropolitan area studies by the Bureau of the Census, which will affect all large cities, was released February 13 by Acting Director Vergil D. Reed. This study, which has to do with Wilmington, Delaware, conforms to the forecast that, although large cities show only slight growth in population, areas immediately outside actual city limits show very large growth due to the spreading of population.

The total population of the entire metropolitan district of Wilmington is 188,974, compared with 163,592 ten years earlier, or an increase of 15.5 per cent; the city proper gained 5,907, or 5.5 per cent, while the outer area, containing 40.5 per cent of this district total, increased 34.2 per cent or 19,475

of which 3,470 was due to enlargement of the area.

The Census Bureau will continue these studies in connection with cities of 50,000 and more population. It plans to include in metropolitan area summaries all adjacent minor civil divisions having 150 or more people per square mile.

Rochester Tells Its Taxpayers

The Division of Public Relations of the Rochester, New York, Department of Commerce has prepared and printed 82,000 two-fold folders carrying a concise description of the nature and per capita cost of each service rendered by the city government. These are being inserted into all tax bill envelopes and sent to all property owners of the city.

Besides summarizing the city's services the folder emphasizes the advantages of remaining in the established community within the city limits, as compared to moving into undeveloped suburban areas with artificially low tax rates. Rochester, in common with many American cities in the last decade, suffered a slight population decline directly because of this population shift over its boundaries into neighboring rural areas. The folder points out that in the city services are already in existence, capital plant is already paid for and services are cheap in contrast to a new community which must suffer the throes of initiating such services.

The city folder is first in a series of constructive statements by the city government to citizens of Rochester to make the advantages of city residence clear.

The publication of the folder elicited widespread commendation from citizens and was given the solid backing of the newspapers, which editorialized that it filled a long-felt need for educating citizens to the advantages of city residence.

At the same time the city has added a new convenience by enabling the taxpayer to pay his county as well as city tax bills to the city treasurer.

HAROLD S. W. MACFARLIN,
Commissioner of Commerce

Rochester, New York

Massachusetts Town Report Contest

The Massachusetts Selectmen's Association has announced its awards for the best town reports for the year 1939. Three silver relay cups were awarded instead of two as previously. The winners are: class I, towns of over 5,000 population, Milton; class II, 1,000 to 5,000, Marshfield; class III, under 1,000, Pelham. The judges—Peter H. Odegard of Amherst College, W. H. Kraus of Smith College, and Alexander E. Cance of Massachusetts State College—also determined the best selectmen's report, best public welfare report, best cover, best visual devices, best revenue and expenditure statement, and best general appearance, by classes. For the first time every town in the state submitted its report to the contest.

Michigan Municipal Officials Discuss Administration

Four study and discussion groups of city managers and other chief municipal administrative officials have been organized in Michigan recently, with a total enrollment of some eighty officials. The fourth group held its initial session in Grand Rapids on February 7 with eighteen in attendance; the enrollment for subsequent weekly discussion meetings is twenty-four. The International City Managers' Association cooperated with the state supervisor of public service training, in organizing the group.

Bus Control by City at Issue in New York Court

For the second time a major traffic regulation of the New York City police

commissioner, in whom the present city charter places responsibility for traffic control, has been invalidated by the courts. Both were concerned with the regulation of busses. The first would have established one-way bus traffic on two avenues in western Manhattan; the second would prohibit intercity busses from entering the mid-city congested area, following a recommendation to that effect by a committee headed by Borough President Stanley Isaacs. A large west-side bus terminal has been planned and approved by the city. The trial judge took the position that the regulation would destroy vested interests of some operators and terminal owners. Mayor LaGuardia emphatically announced on February 19 that the decision will be appealed.

In-Service Training and Defense Needs

A survey of "in-service" training for public employees throughout the country, with special relationship to defense, recently made by the American Municipal Association for the Division of State and Local Coöperation of the National Defense Advisory Commission, is the basis of a report entitled *Defense Training for Public Employees* issued by the Association. It includes suggestions for the expansion of facilities for the training of public employees to meet national defense needs.

The survey showed that approximately 300,000 state, county, and municipal employees—or about one seventh of all non-school employees—received formal in-service training of one type or other in 1940.

The report recommended specifically that "priority" should be given by all three levels of government to training for immediate defense jobs and responsibilities, training in basic knowledge and skills, training at the management and supervisory levels, and training for instructors.

Citizen Action

Edited by Elwood N. Thompson

Roundup—

THE Citizens Union of the City of

New York recently issued the thirty-sixth annual report of its Committee on Legislation, containing an account of the regular and special sessions of 1940 and the union's state legislative program for 1941. Also included are the records of the New York City members of the State Senate and Assembly. The union keeps a careful check on the votes of all New York City members on bills which it considers important so that a complete and careful summary of each individual is available at the end of each session. . . . The union's Committee on Legislation is now meeting weekly to consider and take action on legislation before the state legislature.

In its usual thorough fashion the **Municipal League of Seattle** has been investigating candidates for the office of mayor and city council. Questionnaires were sent to all the candidates, who were invited to meet with the league's Investigating Committee prior to the issuance by the league of a complete report. . . . As in other communities these reports have become an important element in the local pre-election picture and copies are in wide demand throughout the city. . . . Anthony Pratt, who has been secretary of the **Los Angeles Municipal League** for twenty-four years, has retired. He is succeeded by Harry H. Ferrell, a former board member and president of the organization.

Always abreast of current affairs the **New York State League of Women Voters** arranged to have Lieutenant-Governor Charles Poletti speak before its third annual legislative conference

held in Albany, February 10 and 11, on "What Can Your Local Defense Council Do?", Warren Moscow, Albany correspondent of the *New York Times*, also addressed the group. . . . The **New York City League** sponsored a highly successful luncheon at the Hotel Commodore on February 8. John G. Winant, newly-appointed ambassador to Great Britain and president of the National Municipal League, and Nelson A. Rockefeller, coördinator of commercial and cultural relations between the Americas, addressed the meeting which was attended by over a thousand league members and guests.¹ . . . At its annual meeting this year the **Atlanta League of Women Voters** adopted a program covering a wide field of interests including support of the manager plan, consolidation of Atlanta and Fulton County, and measures to improve the city's civil service.

On the cover of the February issue of *Taxegram*, the official publication of the **New Jersey Taxpayers Association**, is a picture of Walter T. Margetts, Jr., president of the **Passaic Taxpayers and Renters Association**, accompanied by a biographical sketch of Mr. Margetts. The Passaic association sponsored the recently completed financial and administrative survey of the city government which was conducted by the Consultant Service of the National Municipal League (see page 134). *Taxegram* plans to print pictures and short biographies of other leaders in the taxpayer movement in New Jersey. . . . Since people generally would rather read about other people than about ideas, approaching civic problems from this angle seems very sound.

The **Indiana Taxpayers Association** is issuing a weekly legislative bulletin containing short summaries of all bills

introduced in the House and State Senate. Whether this will be followed by reports on what happens to the bills remains to be seen. . . . The **Massachusetts Federation of Taxpayers Associations** has inaugurated a series of fortnightly meetings of the executive secretaries of the local taxpayers associations for a forum discussion of state legislation and common problems. . . . The February 1 issue of the *Wisconsin Taxpayer*, publication of the **Wisconsin Taxpayers Alliance**, discusses the Governor's proposed budget by printing and answering in clear and understandable language seventeen basic questions on the subject. The alliance maintains, and wisely, we think, that "if a citizen understands the main principles of state budget making, he is in a better position to evaluate the work of his senators and assemblymen than if he attempted to study all of the detailed appropriations contained in the budget, and failed to see the picture as a whole." . . . We see by the February issue of the *Nebraska Taxpayer*, publication of the **Nebraska Federation of County Taxpayers Leagues**, that the federation's president, Frank G. Arnold, is again viewing the condition of the country with alarm. He is particularly disturbed by the spread of the merit system, which he regards as "the last word in Communism"!

R. M. W.

"One Hundred Men and a City"

We're quoting this headline and most of Marshall Beuick's article on **Yonker's Committee of One Hundred** from a recent *Nation's Business* because we think the Yonkers organization is one of the most alert we've come across recently in the citizen action field. You'll find a few insertions of our own between the quoted paragraphs from Mr. Beuick.—EDITOR.

"For several years commuters aboard

¹For Mr. Winant's address see page 137.

the trains that serve Yonkers, New York, frequently grumbled to their seat mates about the political conditions and the exceptionally high taxes in their home town. Often the denunciation of the professional politicians was highly charged with words that aren't heard in prayer meetings. One commuter, who shared the discontent, decided that, if all this energy were put to some practical use, conditions might be improved. One day in 1938 he said to a group of disgruntled taxpayers:

"What's the use of beefing about the situation unless we really do something."

"Oh, yes, we've heard that before," was the retort. "Get out and vote! Vote the politicians out!"

"That's one of the things, of course," the man with the idea agreed. "But there is something else. We have residents of Yonkers who are specialists in things which are parts of the municipal administration. We have attorneys, educators, real estate experts, engineers, financiers, and what not. If we got a hundred of these men together in a non-political committee, we might be able to expose some of the inefficiency of the city government and bring about changes that would eventually reduce our taxes and establish a better government."

"That was the origin of the Yonkers Committee of One Hundred.

"Three men initiated the plan. James H. Moseley, vice-president of a utility corporation, interested John J. Rust, officer in a security firm, and Oliver J. Troster, partner in a large unlisted security concern. They set up a plan which Mr. Moseley agreed to put into operation as the committee's chairman."

The original plan was to have a hundred members contribute one dollar per month each—a total of \$1,200. They were also to put in an evening's work

each month. Mr. Rust and Mr. Troster agreed to secure the necessary number of members.

"With Mr. Moseley as chairman and Mr. Rust, vice chairman, a board of directors was set up from among these initial recruits.

"At the end of sixty days they decided that the committee was in a satisfactory position to become a permanent organization. The membership is now nearly two hundred and still growing with new recruits being added. Those who serve on special subcommittees or take part in the general work pay twelve dollars a year."

Supporting members pay fifteen dollars or more. The committee accepted no subscriptions in excess of \$100 until recently when it obtained the co-operation of several large Yonkers business concerns. They were requested to give .5 per cent of their city tax bill but are actually contributing less.

A Long-time Job

"The committee has small office space with the local Boy Scouts for which it pays five dollars a month. It has a telephone, secretarial help when it can afford it, and, thanks to a keenly interested committeeman, is able, inexpensively, to get out a bulletin to keep members informed and to encourage them to make suggestions for better government.

"These men are not morning-glory reformers who bloom before election and fade quickly thereafter. They are convinced that theirs is a long-time job and they intend to stick to it. They believe in the democratic form of government and blame men for most of its poor operation. They blame themselves because they have been so tied up in their businesses or professions that they have given no time to municipal problems. Often they have even failed to vote. Many of them have said that about all they do in

Yonkers is sleep and pay tax bills which are the third highest *per capita* among all cities in the country.

"Since the beginning, the committee has been more interested in 'informing' than in 'reforming.' Its objectives, as set down in the by-laws, are:

"To acquire information concerning the functions of government of the city of Yonkers and the methods used in the performance of such functions and, to such extent as it shall be deemed advisable, to make such information available to the public.

"In general, to secure a more efficient and economical government for said city.

"To carry out these objectives, research, directed by the paid secretary, was made the first objective. The committee adopted the policy of bringing its findings to the department head in the city government most interested and seeking his coöperation in improving operation and reducing expenses."

Even with the small budgets of the past the committee has been able to save Yonkers taxpayers substantial sums. The committee itself doesn't like to take credit for saving specific amounts of money because such sums are always controversial. However, the savings have been estimated at a quarter of a million dollars a year.

"Soon after the committee was organized it was influential in bringing about a \$200,000 reduction in the city budget—the first reduction in fifteen years. Its continual digging into city affairs has also revealed several other opportunities either for saving or for increased efficiency.

"It was victorious, too, in its fight to prevent loading an undue proportion of the police and firemen's pension fund payments on the taxpayers. Now city employees have to pay at a rate in line with that customary in other well run cities.

"The committee, of course, is not

active in politics and its directors have even gone so far as to agree not to run for public office. In spite of this nonpartisan character, however, the committee does use its influence in getting the better elements to vote and its success in this field is demonstrated by the increase in the number of registered voters.

"Naturally the committee has not had the unanimous support of the citizens.

"Even the *Yonkers Herald-Statesman* has refused to go along unreservedly with the committee. The editor freely publishes committee statements but reserves the right, on occasion, to criticize its activities. The committee asks no more.

Better Purchasing Sought

"This year the committee will work toward having the purchases of equipment itemized in budgets, as any well run business concern would do, and to discourage the buying of unnecessary items. It will try also to stop the writing of specifications for many things the city buys so that only one product is left to purchase. Open, competitive bidding with a provision for performance and other tests the committee believes will cure this.

"Tax compromises have been far too liberal for a city in the financial state of Yonkers regardless of the fact that there is a lot of distressed real estate in the city. A more strict basis will be backed by the group. Constant vigilance will be exerted to catch any fast work in changing zoning restrictions to the detriment of the many, but for the benefit of a few. There are also many obsolete jobs in the city government, the committee claims, which must be abolished.

"The professional politicians are not yet brought into line, but they have learned that the committee means busi-

ness; and the committee will not be satisfied until practically every Yonkers commuter on the three railroads contributes to this practical operation of democracy in a local community. The committee believes that, if this kind of work were initiated in every town and city, it would seep up into the state and federal governments with a force that might be surprising. If you can't have good local government generally, the chairman of the committee says, there is less chance of having it in the state capital and at Washington."

Showmanship Urged On Local Citizen Groups

In a recent paper Ralph R. Temple, vice president of the **Central Queens Allied Civic Council of New York**, outlines some of the techniques which can be used successfully by citizen organizations.

He believes any successful organization will find it effective to use fact-finding committees to study civic problems. He recommends wide publicity for the organization's activities via the newspapers, radio, placards, hand-bills, house-to-house canvassing.

But he would not stop there.

He thinks civic work can be popularized by group dinners, dances, outings, and parties. "Incidentally, these are useful methods for raising money," he writes.

In addition to the more usual methods of attracting attention to civic programs, he recommends the dramatic touch.

"For example," he says, "a civic group in one section of the borough of Queens, in New York City, actually shamed the Department of Public Works into building a temporary sewer basin by getting the newspapers to publish photographs of a group of housewives themselves actually digging in the street."

County and Township

Edited by Elwyn A. Mauck

Tennessee County Secures Manager Plan

**Governor signs legislation
giving improved charter to
Hamilton County**

THE *Chattanooga Daily Times* of December 11, 1880, editorially declared that one way to secure good roads was to:

Devise some county administrative machinery more practical than the county court. It is too cumbersome and unwieldy, and too expensive. . . . Had this absurd tribunal been substituted by commissioners of three or five businessmen in all the counties at the end of the war the state would today be millions better off, the brood of small revenue eaters would not be one-fourth as large as it is, and we should be far in advance of our present condition in respect of our school and road systems.

Movements for changing the county's outmoded structure have been fitful and haphazard, and the acquired servitude to the county court was not successfully challenged until Shelby County in 1911 adopted a plan modeled on the city commission government of Memphis.¹

Demands for change grew in intensity during the recent depression and at least seven counties now have the commission form. In Hamilton County during the past eight years structural reforms have been presented to legislative delegations, but all fell by the wayside.²

In the race for the 1940 General

¹Sustained in *Prescott v. Duncan*, 126 Tenn. 106 (1912).

²See this REVIEW, April 1937, pages 196-7; February 1941, page 120.

Assembly the reform movement was brought into sharp focus because of a factional quarrel within the county court. County Judge Will Cummings brought his forces into the drive, with the result that all successful candidates were pledged to a three-point program: (1) to abolish the justice of the peace courts and substitute three courts of general sessions; (2) to frame a commission or council-manager government; (3) to redistrict the county so that there would be but six instead of ten justices on the quarterly county court, all of whom would be friendly or non-belligerent toward the new government. These pledges have all been redeemed.

Manager Plan Proposed

After the November election Senator John T. Mahoney made public a council-manager bill which focused attention on this form rather than the commission plan. Several other bills were given to the legislators, including a comprehensive measure drafted by a citizens' committee which was made the basis for discussion. It would have made the manager's powers comparable to those provided in the National Municipal League's *Model County Manager Law*, but the assemblymen eliminated certain sections deemed by them to be utopian or unconstitutional. The bill as finally passed was signed by the governor on February 10.

Since five councilors (including the county judge, ex-officio chairman) were named in the act, immediate effect was given to the measure. The manager was selected from a long list of local applicants, although several prominent business executives declined to serve. On February 24, the date which the manager intended to assume his duties, the post was made vacant by his untimely death. Thus at present writing no one has been selected. A list of non-residents who are all successfully

managing cities or counties elsewhere has been suggested, but it remains to be seen whether the locality rule which council has tacitly made, will endure.

The four councilors will get \$900 each per year. They will subsequently be elected at large for terms of four years, beginning September 1, 1942.

Except for the nominal duties prescribed for the quarterly county court in the constitution, all policy-making and administration is now centered in Council. The court will continue to select the Board of Education and notaries public. The Council's powers include budgets, contracts, accounting, auditing, purchasing, public buildings and grounds, highways, engineering and public works, health and sanitation, public welfare, parks and recreation. Council has complete power over creation of positions, and its power to "hire and fire" is limited only by provisions of a merit system which may be set up at its option. Council has power to probe activities of all officers and employees of the county and to employ attorneys in cases of defalcations in public funds. It may choose advisory committees of citizens to aid in managing any department or activity.

Duties of Manager

All functionaries including the manager which are under Council control are specifically designated as "employees" to avoid all constitutional issues. The manager serves without term and no fixed salary is provided in the act. The first incumbent was voted a compensation of \$5,000 per year. His duties include those of "general supervision," and he may act as head of any department except auditing. The manager may recommend suitable employees and their pay to Council, suggest consolidations to promote more efficient and economical service, attend council meetings, make periodical reports, and

perform any other duties that Council may prescribe.

The framers of the act envisaged situations in which most administrative affairs would devolve upon the manager. They hope that standard managerial practices will so develop that they can be crystallized into law in 1943. At present, control over management is vested in Council through its appointing power, its power to have periodical audits of all officers and to appropriate for all county agencies.

Financial Provisions

Pursuant to advice of the assistant attorney-general of the state, power to fix the tax rate becomes a formality under the new law, since Council's budget and levy are made mandatory on the County Court.

The auditor is made solely responsible to the Council and the chief of this department must be a licensed certified public accountant in Tennessee. Accounting control is designed to reveal all financial transactions, but this does not in any way absolve other officers like the trustee (treasurer) or the county court clerk (another important revenue office), from keeping proper records as required by the code.

Purchasing and accounting are linked together in a somewhat novel manner for such staff services. Public purchasing is safeguarded in that no councilor, manager, or subordinate employee shall be interested directly or indirectly in any contract with or purchase for the county. Competitive bidding is made mandatory, and severe penalties are prescribed for violations.

The budget is comprehensive in that all agencies are subject to control, and capital outlays must be planned in advance. There is an allotment system set up and formal safeguards are established to maintain the budgetary equilibrium, and to check loose and easy-going practices which have on various

occasions compelled the county to float bond issues to extinguish floating debts. Penalties are provided for overspending allotments and appropriations.

Many of the old boards, commissions, and independent agencies clustered around the old County Court are missing from the new picture, for the act provides consolidations and departmentalized structure throughout, except for constitutional elective officers. The departments are auditing, accounting and purchasing, highways and public works, health and welfare.

Two hospitals and an industrial school supported by city and county funds are brought under supervision as to purchase of supplies, and Council is empowered to contract with municipalities, especially the city of Chattanooga, for joint management of hospitals, clinics, public libraries, workhouses, and reformatories.

School Budget

Council is vested with the duty of caring for school buildings and grounds and the school budget is consolidated with general estimates. With these exceptions Council explicitly has no authority over the educational system but the Board of Education and Council may contract with each other on any matter relating to business management.

Editorial reaction to the new plan ranged from mild approval to caustic criticism. The *Times* held that too many emasculating amendments were accepted, and while all are agreed that the plan is better than the old system, some are of opinion that it merely restores the power to the county judge who lost control of the county court in 1939. Curiously enough, there appears to be no element in the county that prepares to contest the act in the courts. Friends of the plan acknowledge that it is more comparable to the North Carolina county manager plan

than those in operation in Virginia, but from nearly every sound viewpoint the present council-manager charter is preferable to the commission form.

The strategy in this campaign was to make compromises with the politicians in control who have hitherto blocked all similar measures. It seemed to some of the proponents that the part of realism was to deal in probabilities, rather than the extreme range of possibilities. Our constitution appears unamendable and orthodox manager schemes simply cannot be adapted to this rugged and unresponsive basic law. However, given a reasonably honest and intelligent group of councilors and a manager who has had considerable experience in business or public management, the people of Hamilton County may well look forward to an era of constructive achievement. If we succeed, there is no little evidence that other counties will soon follow suit.

New Hampshire May Abolish Counties?

A joint resolution pending in the New Hampshire legislature and attracting wide attention provides for the establishment of a special investigating committee to make a study "of the efficiency and need of continuing the county form of government." The purpose of the study as specifically stated in the resolution is to investigate the possibility of "curtailing county expenditures and the transfer of such county functions to the state government, or local governments (cities and towns)" as may be necessary for economy.

LASHLEY G. HARVEY
University of New Hampshire

Wisconsin Debates County Home Rule Amendment

A committee of Milwaukee County villages and towns voted unanimously

to recommend the death of the Wisconsin county home rule amendment which was approved by the 1939 legislature and which if approved by the present legislature will be submitted to the people in the 1942 general election. Arguments presented were that it would upset county government, destroy the rights of villages and towns, lead to city-county consolidation, and that the provision giving the legislature power to classify counties would be used for unfair discrimination.

Representatives of the League of Women Voters and other groups sponsoring the amendment answered by declaring that the supervisor system is outmoded, the uniformity clause of the constitution forces too much governmental machinery on the less wealthy counties, and that the proposed amendment would open the way for appointment of purely clerical officers.

County Home Rule Bill in Ohio Legislature

Once again there may be an attempt to make county home rule effective in Ohio. Although the constitutional amendment was adopted in 1933, no county has yet been able to draft a charter that will withstand assault at the polls and in the courts, and the state legislature has not as yet presented alternative forms of government. Proponents of the alternative government plan under the leadership of the Ohio Chamber of Commerce appear to be reaching an agreement as to the nature of the bill to be sponsored. The present proposal, which seems to be generally accepted by reform groups, provides for three alternative plans calling respectively for an appointive manager, an elective "administrator," and a plan where there is no chief executive but where all department heads except the auditor would be made appointive.

Taxation and Finance*Edited by Wade S. Smith*

**Kentucky Guides
County Finances*****Revenue department issues
report and manual; courts
rule on county road debt.***

TWO administrative developments affecting Kentucky county financial management and two court decisions concerning the handling of county highway debts have characterized recent weeks.

The Department of Revenue published on September 30 *Report of the State Local Finance Officer* as of June 30, 1940. This publication will make much more accessible to Kentucky local officials and to county creditors than heretofore the full facts regarding recently effected county debt reorganizations and central management of county sinking funds under the direction of the commissioner of revenue.

Accounting Manual Issued

The Department of Revenue has also issued a manual of county accounting on which work has been in process for some time. In addition to the department's own experts, county officials, other persons directly affected, and leading private accounting firms in the state have collaborated in developing a practical guide which would make actual accounting control possible in a state which, although rapidly improving local government finance procedures, has rarely enjoyed the benefits of good county records. The new manual, in an appendix to which appropriate forms are shown, appears to be equal to the best, and superior to most,

local accounting guides. The formal regulation respecting its use contemplates that it will not immediately entirely replace the uniform plan—providing a cash basis—which was prescribed in 1934. The text of the regulation is as follows:

Under the authority conferred by Section 1851c-7, as amended by Section 4618-91, of Carroll's Kentucky Statutes, 1936 Edition, the accounting procedures and records described in this manual are prescribed for all Kentucky counties.

For the present, however, the adoption and use of this system is made optional with each county. Upon request of the fiscal court of any county, the Department of Revenue will assist in its installation and will provide without charge printed forms sufficient for approximately one year's operation.

Opinion Reversed

The Court of Appeals on January 21 re-examined the case of *Pulaski County, Kentucky v. Ben Hur Life Association of Crawfordsville, Indiana*, and handed down an opinion contrary to its original position on the basis of an argument apparently not offered at all in the original trial. The case involved certain bonds issued for road purposes under the terms of the so-called "good roads" amendment to the state constitution (sec. 157a). The basic law permits an "additional" rate of twenty cents on each hundred dollars of assessed property subject to county tax for payment of principal and interest. It also requires a sufficient levy to pay off the obligation in not less than forty years. The court originally held that, since the bondholders could require payment from only the two-mill tax, there was no unconditional promise to pay and consequently the instrument did not fall within the Kentucky negotiable instruments act. If this were the case the present holders would have no better title than the original purchaser—in this

case no title at all. On rehearing, the court receded from the original decision because the requirement of the two-mill levy does not terminate when the forty years have expired if as a matter of fact the obligation has not been retired (new Kentucky law). Thus the debt, although a claim against only a *limited rate*, is a claim on an *unlimited sum*, since the tax may be—indeed, must be—levied for as many years as may be essential to retire the obligation. Not providing a limitation on the amount to be paid, there is no such restriction as takes the bond outside the scope of the negotiable instruments act. The case was remanded to the trial court for the purpose of ascertaining whether or not the obligation was invalid as being inconsistent with constitutional debt limits. Seemingly, the major issue has, however, been settled.

In *Fiscal Court of Estill County v. Debt Commission of Kentucky*, decided also on January 21, the Court of Appeals resolved certain inconsistent previous rulings—and reversed the most recent. The problem concerned whether or not a requirement in the “good roads” amendment to the constitution (sec. 157a) that provision be made for retiring the debt “within not more than forty years from the time of contracting the same” forced the legislature to provide in its “appropriate legislation” for a forty-year maximum period. The court held that the legislature lacked discretion. The court in its opinion said: “Extraordinary conditions sometimes require courts of equity to afford extraordinary and unusual remedies. Such is this case.” One wonders whether the court means it would again return to its second position as it is now returning to its first if a persuasive case were presented.

JAMES W. MARTIN, *Director*
Bureau of Business Research
University of Kentucky

Road Debt Refunding Approved by Arkansas

One of the largest state and local refinancing ventures of recent years came to a head in mid-February when approval was finally secured for the \$136,000,000 state of Arkansas highway debt refunding. Action by the 1941 legislature and electoral approval of the measures were accompanied by action of the Arkansas Supreme Court approving all major details of the program, a sequel to unsuccessful efforts to validate refunding plans in 1939 and at the 1940 November election.

Arkansas first encountered difficulties with its large highway debt in 1931, when it became evident that a readjustment was necessary if default was to be averted. A special session of the legislature in 1932 provided a refunding plan, but default occurred before the end of the year and the plan proved unacceptable to bondholders. Finally, after prolonged negotiations and litigation, state and bondholders came to agreement on a refunding measure in 1934. The present refunding is to convert the refunding bonds of 1934, approximately \$91,000,000 of which are callable on April 1 and about \$45,000,000 on July 1. An interesting feature of the sale of the refunding bonds, which was set for February 27, is that bids were expected from a single syndicate of banks and investment houses acting in conjunction with the RFC, the RFC being expected to take the bonds to cover the July 1 option.

Municipal Bond Market Softens

In connection with the item above, as well as with the comments carried here frequently on the recent favorable terms for municipal borrowers, it is interesting to note that there has at last been

a check to the upward movement of municipal bond prices. The *Daily Bond Buyers'* index of municipal bond yields, the trend of which is inverse to bond prices, showed a change for twenty representative bonds from 2.14 per cent at January 1 to 2.29 per cent at February 1, while the index for eleven first grade bonds rose from 1.80 per cent to 1.97 per cent. While municipal bond prices as reflected by the index are still well above February 1, 1940, the decline is significant in that it follows a marked slump in corporate and United States bond prices, and may be an indication of the long-expected readjustment of municipal interest rates. A trend is already evident of less favorable terms for cities and other local units coming into the market in the last several weeks.

Cooperative Purchasing for Milwaukee County Governments

As a result of the recent purchasing agreement between the city and county of Milwaukee and numerous local government and school units¹ it is estimated that these governments will save upwards of \$100,000 by coördinated large quantity buying during the current year. Under the new arrangement the smaller communities now receive the same discounts and low prices as the city, county, and school district of Milwaukee.

According to the Municipal Finance Officers Association of the United States and Canada, manufacturers already are offering lower prices on standardized products. One definite economy has resulted in the reduction of the price of typewriter ribbons from \$5.00 per dozen to \$4.50. The cost of duplicating fluid has been reduced from \$1.75 a gallon to \$1.60, and of duplicating ink from \$1.25 a pound to \$1.00. Economies are like-

wise expected in the purchase of paper.

A standardization committee is preparing specifications for many materials used by each governmental unit and when purchases are made on large quantities of materials of the same quality and design, small cities and villages will be able to issue orders against the central pool at the same low prices. Eventually the plan will be used to buy such essential items as lamp bulbs, sand, gravel, stone, tar, asphalt, cement, pipes and fittings, and fire hydrants.

Two National Conferences Announced

Louisville, Kentucky, will entertain the 1941 conference of the **Municipal Finance Officers Association of the United States and Canada** on May 19 to 22. Headquarters will be at the Brown Hotel.

Finance officers are almost unanimous in their selection of certain topics for discussion. They want to talk about extension of the federal social security act, the effect of the defense program, and a sound municipal finance policy for the defense period. Technical problems of accounting, debt, revenues, and budget control will feature two days of group meetings.

Presentation of the first Louisville award for an outstanding accomplishment will also be made for the first time. Local arrangements for the conference are in charge of John R. Lindsay, Louisville's director of finance, while the general program is arranged by the association's officers and headquarters.

The Eighth National Conference on Assessment Administration, sponsored by the **National Association of Assessing Officers**, will be held at Jacksonville, Florida, on October 19, 20, 21, and 22.

¹See November REVIEW, page 755.

Proportional Representation

Edited by George H. Hallett, Jr.

(This department is successor to the
Proportional Representation Review)

Norris Retains P. R.

Use in Private Organizations More New York Endorsements

THE town of Norris, Tennessee, which is owned and operated by the Tennessee Valley Authority, adopted P.R. in December 1936 and an advisory council of nine members has since been elected annually by that method. In the spring of 1939 a petition was submitted to the council requesting an election to determine whether P.R. should be abolished or retained. The petition was rejected on technical grounds. No further attempts to abolish P.R. were made until December 1940, when the town council voted to hold a referendum on the question. The referendum was held on January 18, 1941, and P.R. was upheld by a vote of 77 to 76!

The fifth P.R. election for the town was held February 8. Fifteen candidates, including two members of the outgoing council and three women, qualified for the nine positions to be filled on the town council. A total of 331 ballots were cast in the election, 327 of which were valid. The vote represented approximately half of the electorate and was the second largest vote cast since P.R. was adopted. The transfer of surplus ballots and the elimination of the three lowest ranking candidates resulted in the election of one candidate. Two more candidates were elected on the fifth transfer, and two on the sixth and final transfer of votes.

The tabulation of the votes shows some interesting results. For example, the nine candidates that ranked high-

est on the first ballot were all elected to the council.¹ Furthermore, the proportion of voters helping to elect the councilmen was more than nine out of ten, and approximately 85 per cent of the voters saw their first choices elected.

Of the nine council members, two are members of the outgoing council and at least two others have previously been elected to public office. Although the new council will not include any employees of the Norris town management, five are employees of the Tennessee Valley Authority. Of the four remaining members, one is a housewife, one a commercial photographer, one the town postmaster, and one an employee of the U. S. Bureau of Mines.

M. H. SATTERFIELD

Tennessee Valley Authority

P. R. Spreading in Private Organizations

The Hare system of proportional representation, which is the form of P.R. considered almost exclusively in English-speaking countries, can be used suitably for a representative body of any kind, public or private, whether there are definite divisions in the electorate to get their proportional representation or not. If there are no divisions of opinion corresponding to parties, the system simply elects a representative group of individuals each one of whom is desired by a separate and approximately equal part of the whole electorate, with a minimum number of voters not represented.

One of the most significant uses of P.R. in private organizations is for the

¹This does not mean, of course, that the results were the same as they would have been in a plurality election. A plurality election of nine members would have given each voter nine votes. The first and final counts under P.R. are both based on a single vote for each voter.—EDITOR.

National Education Association, representing public school teachers throughout the country. The N.E.A. now uses P.R. at its annual conventions for the election of three members of its executive committee by the delegates, the other members of the committee being ex officio members and members elected by the Board of Trustees. The corresponding Hare system of majority preferential voting, the same system applied to the election of a single officer, is also used in selecting the chairman of a rules committee, the chairman of an appraisal committee, and the chairman of a joint committee of the N.E.A. and the parent-teacher organizations.

State Education Groups

The use of the Hare system in the N.E.A. was a natural outgrowth of its use in the Pennsylvania and Michigan State Education Associations. The Pennsylvania State Education Association used the system for the twentieth consecutive year for its officers, committees, and N.E.A. delegates at its annual convention at Harrisburg during the Christmas holidays. The Philadelphia organization also elects its delegates to the N.E.A. in the same way, and its delegates to the P.S.E.A. state convention, except for those sent as delegates in each case by virtue of holding other offices.

Of late years it has not proved possible to keep a complete list of the American private organizations using P.R., but new and varied applications are constantly coming to the National Municipal League's attention. In New York City P.R. is now used for student or faculty elections at Columbia University, Barnard College, New York University, Hunter College, College of the City of New York, Brooklyn College, and Queens College.

Other private organizations in which the use of P.R. has recently come to

our attention include the student body of Muhlenberg College, the Teachers Union of Antioch College and Yellow Springs, Ohio, the Community Service Society of New York City (for the election of a personnel practices committee in a number of divisions most of which elect only one member each), the Green Farms (Connecticut) Work Camp of the Work Camps for America organization, and Bryn Gweled Home-steads, a new coöperative residential community near Philadelphia.

One of the most interesting uses of P.R. is that for the University of Michigan Student Senate, first reported in this department in July 1938. In the election last June a new "Michigan party," consisting of conservative students predominantly, elected ten of the sixteen members to be named. Eight of these were regular party candidates and two party affiliates. The six other places were captured by two unaffiliated candidates, one Independent Liberal, one Independent Progressive, one American Student Union candidate, and one candidate of the Young Communist League. Stuart K. Knox and Norman A. Schorr, student directors of the election, wrote in *The Daily* (University of Michigan publication): "Further indication that proportional representation is 'taking on' at Michigan is found in the record-breaking vote (2,649) and the small number of ballots, eight, or .3 per cent, invalidated because of improper markings. Another sign is the decreased number of votes with only one, two, or three choices marked, and then declared 'exhausted' . . . 2,401 voters, or 91 per cent of the total, had elected at least one of the candidates whom they supported in some degree."

Three Notable Endorsements

The successful defense of P.R. in

New York City last November called forth many testimonials to the value of the plan in the experience of the country's largest city. Three which seem particularly worth recording are reproduced below.

From the President of the Council

Newbold Morris, Republican president of the New York City Council, elected by city-wide vote with American Labor and independent endorsements at the time of Mayor LaGuardia's second election in 1937, made the following statement in a radio address over station WEVD on October 29, 1940:

"I am a good witness for the people because I was a member of the old Board of Aldermen—one of a minority of three out of a total of sixty-five members. At one time there was only one minority member against sixty-four in the majority. Yet even in a political 'off-year,' the Democratic machine can at best muster two-thirds of the vote in New York City.

"Our meetings were brief and perfunctory. The party discipline was perfect. Anyone who talked without permission of the Democratic floor leader was floored by a viva voce vote. Bills introduced in the Board of Aldermen proposing any sort of reform were retained in committee, without consideration, without any hearing, and died in committee.

"Proportional representation brought a new vitality to the legislative branch of New York City's government never seen before. For the first time in the history of New York the Tammany steamroller was not rolling in the old aldermanic chamber. A wide diversity of proposals found their way into the Council committees. Even the most controversial were brought out in committee for discussion and voted on in public. Many reforms failed but much

was accomplished, and I look back on the history of the first Council with a good deal of satisfaction."

Chairman of the Charter Commission

Thomas D. Thacher, chairman of the Citizens Non-Partisan Committee which led the defense of P.R., former solicitor general of the United States and chairman of the 1936 charter revision commission which submitted P.R. to the people of New York City at the time of its adoption, not only joined with other members of the charter commission in the statement reproduced in this department in January but supported P.R. in a radio address, also over WEVD, on October 15, 1940. After citing numerous examples of the unfairness of the old system of elections Judge Thacher proceeded:

"Such obvious perversions of the democratic system were immediately corrected by the system of proportional representation effective in the councilmanic elections of 1937 and 1939. In 1937 Fusion was able to elect half the members of the Council. This was the year when Mayor LaGuardia was re-elected. Contrast this with the aldermanic election of 1933, when Fusion first elected Mayor LaGuardia. Charged with incompetence and corruption disclosed by Judge Seabury's investigation which drove Mayor Walker from office and resulted in the election of Mayor LaGuardia, Tammany was nevertheless able to elect forty-nine members of the Board of Aldermen, representing 75 per cent of its membership, with a bare majority of the aldermanic vote of 51 per cent.

"This system of proportional representation has destroyed the power of the machine to dictate nominations, and thus exclude from participation in democratic government men and women who have the support of their constituents. In 1937 the Democratic or-

ganization in Queens denied party designation to Alderman James Burke. Under the system of proportional representation he became a candidate and received the highest vote cast for any councilmanic candidate in Queens. In 1939 the Democratic party in Manhattan refused to designate Alfred E. Smith, Jr. He also became a candidate without party designation and was elected. In the same election Robert Straus could not obtain the Democratic designation in Manhattan—nor did Mrs. Genevieve Earle obtain Republican designation in Brooklyn. Under this system of fair elections they were both able to become candidates and to win, after serving full terms to the satisfaction of their constituents. Mr. Straus received the highest vote in Manhattan, and Mrs. Earle the second highest vote in Brooklyn.

"All these are results essential in the preservation of the democratic system. The system of proportional representation is perfectly designed and has been effective in giving fair representation to all groups and parties, measured by voting strength. It encourages the election of councilmen in whom the people have confidence because they have no political designs upon the city and desire only to render disinterested public service. Democracy needs such people in public office. We cannot hope to have them if we give back to the bosses the power to control elections and to silence all opposition."

Another Charter Commissioner

Charles E. Hughes, Jr., also a former solicitor general and member of the charter commission, stated in a radio address over WOV on November 3, 1940:

"P. R. is based on sound American principles of majority rule with minor-

ity representation proportionate to the voting strength of the minorities. . . . Proportional representation has brought out councilmanic candidates of higher calibre. Minority parties and independent groups can attract better candidates because they have a better chance to win. With this effective opposition, the Democratic machine is put on its mettle and forced to nominate more highly qualified candidates itself; and this is in the interest not only of the city but of the Democratic party, in contradistinction to its professional politicians, as well. . . .

"Plainly, the proposal to repeal proportional representation should be opposed by all members of the Republican, American Labor and all other minority parties. But it should equally be opposed by all Democrats who care more for the welfare of the city than for further intrenching the power of the machine. . . . They should, and I think they will, be unwilling again to vest the selection of councilmanic candidates in the practically unrestrained control of machine bosses. . . .

"Four years ago the machine politicians ridiculed the system as so complicated that the voters would be hopelessly confused in its use. Experience has shown that there is no complication or confusion for the voter. All he has to do is to show his preferences by marking 1, 2, 3, 4, etc. in the voting square, instead of 'X'. Any difficulties there are relate only to the counting of the votes, which is no concern of the voter, and even they have been, to say the least, grossly exaggerated. Certainly the independent voters of New York City, who four years ago had the wisdom to recognize in P. R. the far-reaching reform which it has turned out to be, should be all the more vigilant now to insure its retention."

Books in Review

EDITED BY ELSIE S. PARKER

Learning the Ways of Democracy.

The National Education Association, Washington, D. C., 1940. 486 pp. \$1.00.

This is a report of the Educational Policies Commission of the National Education Association and the American Association of School Administrators. It is based on visits by a distinguished staff to ninety high schools in twenty-seven states to discover and evaluate methods actually in use which seem to offer most promise in the most important job in the nation—giving the citizens of tomorrow real opportunity to learn the ways of democracy.

Dr. Howard E. Wilson came to some distressing conclusions in a study of the teaching of citizenship in New York State high schools—a special report of the Regents' Inquiry into the Cost and Character of Public Education in that state. Hence, it must give him and his distinguished associates who put this report together tremendous hope for our country's future if the case studies herein presented are widely copied.

If it is not "later than we think," this book may be held in the future to be one of the most important publications of our time. In systematized form it presents the ways thousands of young Americans are getting democracy into their very bones, not as memorized "principles" nor as rituals but as ways of living.

There is no attempt to "define" democracy, but it is made plain that it consists of "skills—learned from the rudiments upward, through years of guided experience." Scores of instances are given of how these skills are being learned; some of the stories are so emotionally charged everyone who reads them will want to see that the

schools of their locality use similar techniques.

Active workers for better local government have long been aware that many of the problems we deal with have arisen because of the apathy or low standards of the citizens of today who were the high school students of yesterday. If such workers read this book it will spur them to see to it by all ways open to them—membership on schoolboards is one such way—that the methods outlined in this case study are used in every secondary school of the country.

On pages 318-322 is a story that will bring a lump in anyone's throat. How many of us would suffer the loss of the ownership of our homes that the school in which our children are taught citizenship in a vital way might be maintained? Yet that is what poor, illiterate negro farmers did in order that their community school might survive. On pages 28-31 is the clearest statement this reviewer knows of the distinction we must make in the application of democracy to the two phases of the group process—policy-making and administration. The Model Charter will soon be operating in all cities if every student discusses these pages before he leaves school.

The last word in the book is "stimulates." Again and again the study shows the effective power generated when there is a constant interplay between intelligent conference and intelligent group action, even when practiced in immature youth. Hence it is to be hoped that it stimulates a public wider than the teaching profession, for the more people who learn fundamental democratic skills and get the emotional toning they produce the

better will be municipal government and the surer we will be that democracy will soon be the way of life for all peoples.

W. J. M.

Speak Up for Democracy. By Edward L. Bernays. New York City, Viking Press, 1940. xiv, 128 pp. \$1.00.

Speak Up for Democracy is likely to be used widely during the next few years by those persons who want to appeal to Americans as a mass. It places little emphasis on the educational approach to public affairs which is designed to make voters more intelligent and effective. It stresses the emotional appeal which has an important part in the political life of citizens and which is overlooked too often by the educators and reformers. For that reason this book deserves careful consideration from readers of the REVIEW.

What Mr. Bernays does in his book is to proclaim that now is the time for all Americans to campaign for the democracy which is ours. Then he proceeds to suggest innumerable ways in which the campaign can be carried on and methods by which interested individuals can become leaders in the movement. He not only discusses how to stage mass meetings, parades, and celebrations, but also shows how to use all the media of communications from direct mail, pamphlets, and leaflets, to the press, radio, and motion pictures.

All the hints and helps in the book are contained in the first eighty pages. Then follows forty-seven pages of appendices, giving basic documents in American history, additional sources of help, lists of organizations, etc.

The perspective from which Mr. Bernays writes is the important thing. All of us can profit in our work by having a fuller appreciation of the point of view which he expresses.

S. H. E.

Town Government in New Hampshire. Manchester, The New Hampshire Historical Records Project, 1940. 152 pp. mimeo.

Town Government in Maine. Portland, The Historical Records Survey, 1940. 206 pp. mimeo.

When the present dictators are dead and the collective psychoses which make them possible have run their course, Europeans will have as urgent a need for good patterns of local government as for that which will produce an economic-political union from the Urals to Lisbon and from Hammerfest to Malta. In preparation for that day it would be wise to have these studies translated into all the European languages, for they tell the story of the simplest form of political organization which has been devised and one which so operates that those who participate in it must perforce become democratic in spite of themselves.

These studies deserve to be consulted frequently by all concerned with making democracy work now for from them can be learned the inspiring lesson as to how ordinary folk have made it work well for three hundred years by adapting general methods to special needs so that in the seventeenth century they provide for inspectors of vinegar and surveyors of linseed and in the twentieth century for town managers.

W. J. M.

Additional Books and Pamphlets Received

Housing

Waverly, a Study in Neighborhood Conservation. Washington, D. C., Federal Home Loan Bank Board, 1940. x, 97 pp.¹

¹See "A Blueprint for Urban Conservation," page 157 of this issue.

Recreation

Education and Recreation Program for All the People. Annual Report 1939-1940 WPA Education and Recreation Program for Philadelphia. Philadelphia, Board of Education, 1940. 22 pp. illus.

Recreation Development of the Tennessee River System. Message from the President of the United States Transmitting a Report on the Recreation Development of the Tennessee River System. Washington, D. C., Superintendent of Documents, 1940. viii, 99 pp. illus. Thirty cents.

Schedule for the Appraisal of Community Recreation. New York City, National Recreation Association, 1940. 26 pp. mimeo. Fifty cents.

Securing and Maintaining Standards in Community Recreation Personnel. A Report of the Committee on Standards of Training, Experience, and Compensation in Community Recreation Work. New York City, National Recreation Association, 1940. 16 pp. Fifteen cents.

Twenty-fifth National Recreation Congress 1940. Theme—Recreation under Present World Conditions. New York City, National Recreation Association, 1940. 197 pp. One dollar.

Taxation and Finance

Administration of the Intangibles Tax Law in Oklahoma. Oklahoma City, Oklahoma Tax Commission, 1940. 10 pp. mimeo.

Control of Federal Expenditures and Debt. A Report of the Committee on Federal Finance. Washington, D. C., Finance Department, Chamber of Commerce of the United States, 1940. 12 pp.

Federal Tax Legislation in 1940. Philadelphia, Tax Institute, 1940. 10 pp. mimeo. Twenty-five cents.

Financial Program for Allegheny County; Financial Program for Pitts-

burgh. Pittsburgh, Pennsylvania Economy League, Inc., Western Division, 1940. 24 pp. each, charts.

Gift Taxation in the United States. By C. Lowell Harriss. Washington, D. C., American Council on Public Affairs, 1940. vii, 175 pp. Clothbound, \$3; Paperbound, \$2.50.

Income and Expenditures of Government in California 1900 to 1940. Los Angeles, California Taxpayers' Association, 1941. 44 pp.

Indefensible Spending. A Comprehensive Survey of Savings Possible in Non-Defense Expenditures of the Federal Government. By Willard D. Arant. New York City, National Economy League, 1940. 33 pp.

Personal Property Taxation in Kansas: Part I, Policy and Administration; Part II, The Collection Problem; Part III, Motor Vehicles. Topeka, Research Department, Kansas Legislative Council, 1940. 36, 44, and 28 pp. respectively, mimeo.

Surety Bonding of Municipal Treasurers in Pennsylvania. Philadelphia, Pennsylvania Government Administration Service, 1940. 19 pp. mimeo.

The Taxpayers' Report Upon the Fourth Annual Statewide Survey of County, City and Town Government in Tennessee—1939 Per Capita Statements. Nashville, Tennessee Taxpayers Association, 1940. 101 pp. mimeo.

Traffic and Highways

Highway Condemnation. By Richard W. Emory. Baltimore, Research Division, Maryland Legislative Council, 1940. 26 pp. mimeo.

Parking Meters in Pennsylvania Municipalities. Philadelphia, Pennsylvania Government Administration Service, 1940. 23 pp. mimeo.

Papers Presented at School for Street Superintendents and Assistants. Compiled by Harry Tucker. Raleigh, North

Carolina State College of Agriculture and Engineering, University of North Carolina, 1940. 74 pp.

NEW JERSEY'S MERIT SYSTEM

(Continued from Page 151)

provision. In 1908, perhaps, a majority of the people in the country were not particularly impressed by the so-called civil service procedure and there was not very much evidence available to prove that a central personnel agency could and would operate effectively in government. In the years intervening it has been demonstrated over and over again that a central regulation of public employment can be effective and indeed is the surest guarantee of a competent and stable working force in any large government.

The experimental stage has passed. The difficulties that are encountered in effective public personnel administration and the failures or partial failures recorded are not due to inherent weaknesses in the principle or its application but in the failure of acceptance on the one hand or administration on the other or both. Governmental undertakings now cover such a wide range of activities that we must provide for sound personnel procedures if we are to have good government in the broad sense of the word.

After thirty-two years, twelve counties out of twenty-one, thirty-seven municipalities out of 565, and one school district out of 542 have adopted the law by referendum. While the system applies to all of the state service and perhaps 65 per cent of local government service in point of numbers of employees, there

will not be complete coverage under the referendum plan for many years to come. We need personnel administration in all governments now and I would recommend that new legislation for state-local personnel administration provide for immediate and general application.

EDITOR'S NOTE.—Address delivered before forty-sixth annual National Conference on Government of the National Municipal League, Springfield, Massachusetts, November 20, 1940.

RESEARCH BUREAU REPORTS

(Continued from Page 162)

ernmental Research Institute, St. Louis, *Dollars and Sense in Government*, January 23, 1941. 2 pp. mimeo.

Reducing the Cost of Old Age Assistance in Missouri. Governmental Research Institute, St. Louis, *Dollars and Sense in Government*, February 5, 1941. 2 pp. mimeo.

Welfare Developments and Prospects. Boston Municipal Research Bureau, *Bulletin*, January 29, 1941. 8 pp. mimeo.

Schools

School Tax Limits and Teachers' Salaries. Governmental Research Bureau, Duluth, *Green Paper*, January 29, 1941. 3 pp. mimeo.

Correction

The following changes should be noted in the tables appearing with "Comparative Tax Rates of 301 Cities—1940" in the December 1940 REVIEW:

In Wilkes-Barre, Pennsylvania, (No. 104 in the list of cities) city rate includes \$3.00 poor rate levied on the basis of the county assessed valuation. While this is a special district, its rate is included with the city rate for comparative purposes.

General Note (1) on Mississippi should read: "First \$5,000 of assessed value exempt from state taxes and levies for maintenance and current expenses of counties, school districts, and road districts."